DOWNTOWN WATERFRONT SOUTHEAST
SMALL AREA PLAN

XXXXX 2021

DRAFT

CITY OF ROCHESTER MINNESOTA

ACKNOWLEDGEMENTS

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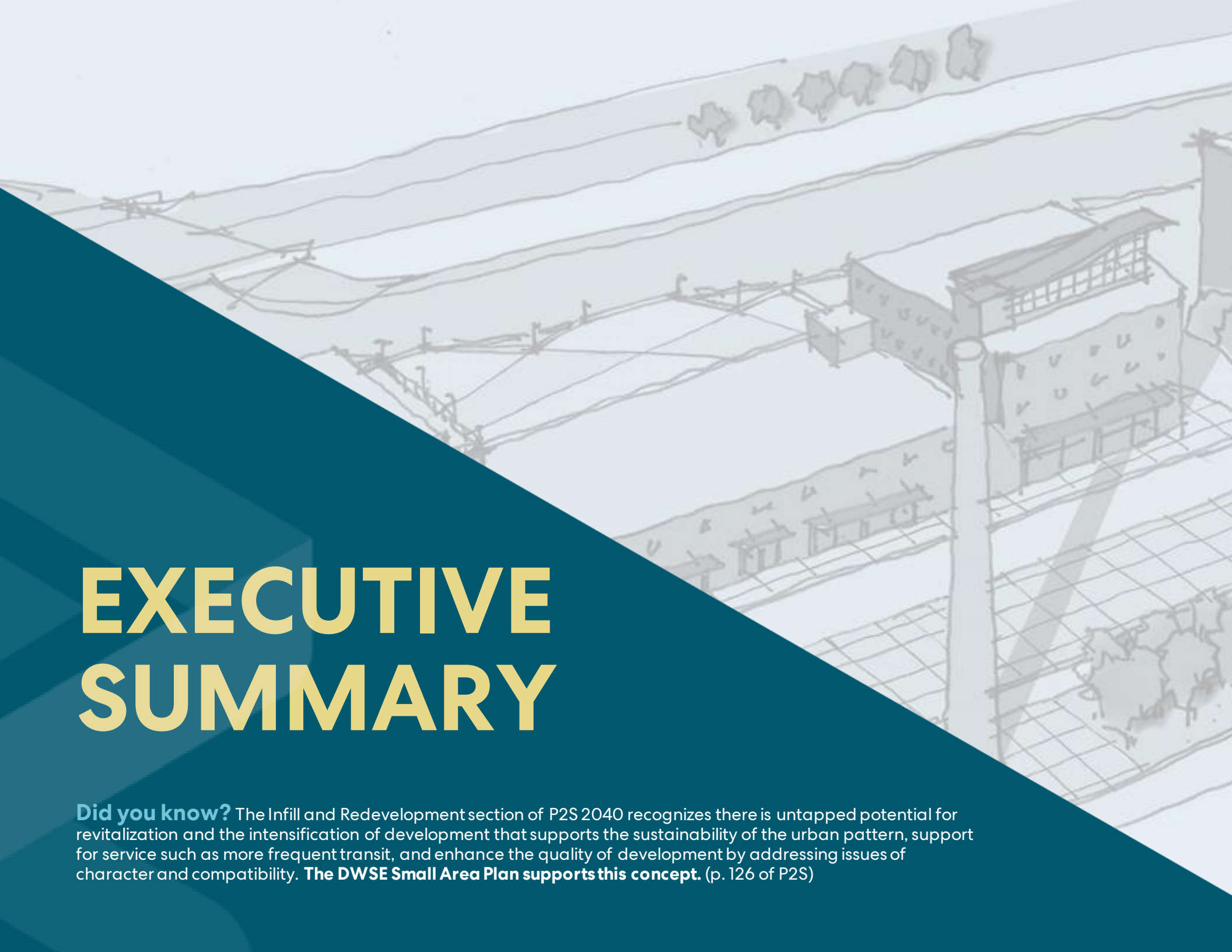


EXECUTIVE SUMMARY

Did you know? The Infill and Redevelopment section of P2S 2040 recognizes there is untapped potential for revitalization and the intensification of development that supports the sustainability of the urban pattern, support for service such as more frequent transit, and enhance the quality of development by addressing issues of character and compatibility. **The DWSE Small Area Plan supports this concept.** (p. 126 of P2S)

THE VISION

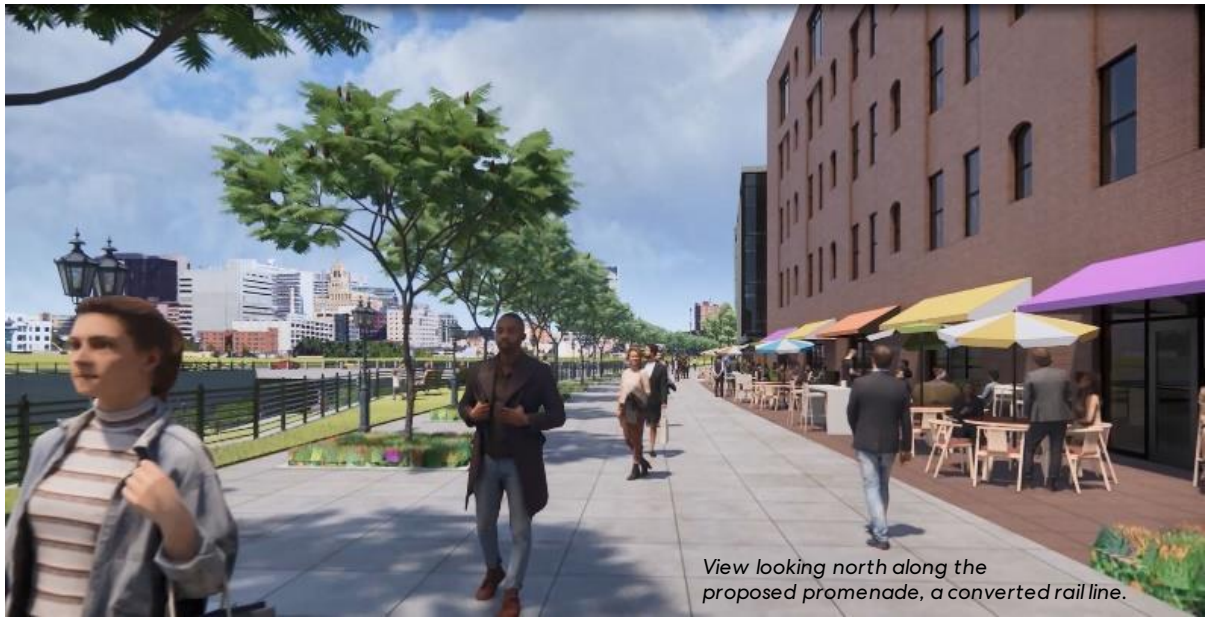
View looking north along the Zumbro River; the former AMPI building is shown on the right.

A mixed use urban district that embraces ***economic, social, and environmental health*** *in an urban environment that includes thriving local businesses, a variety of housing options, riverfront activation and inviting public spaces.*

ECONOMIC EQUITY

The Downtown Waterfront Southeast (DWSE) Small Area plan will increase economic equity by: 1) reintroducing retail that serves the surrounding neighborhoods; 2) increasing transportation options to area employment; 3) creating more housing options at a variety of price points; and 4) growing the tax base by redeveloping underutilized, low-value properties into valued uses that add vibrancy.

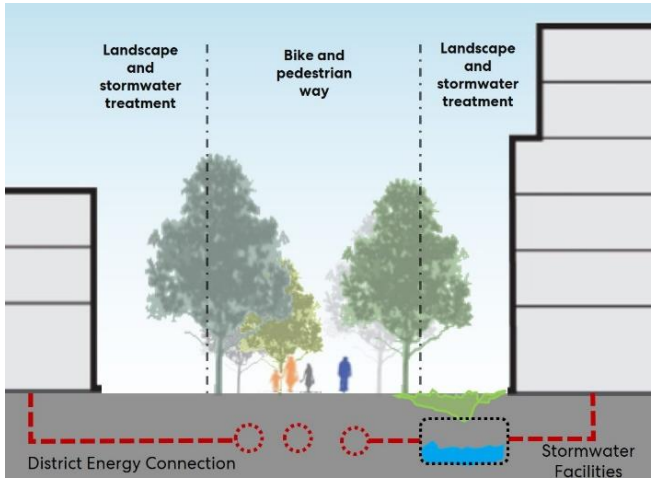
SOCIAL EQUITY



View looking north along the proposed promenade, a converted rail line.

The Downtown Waterfront Southeast (DWSE) Small Area plan will increase social equity by: 1) creating a variety of inclusive public spaces where none existed; 2) by maximizing accessibility for people of all abilities; and 3) developing commercial areas with flexible spaces that can accommodate a variety of start-up businesses.

ENVIRONMENTAL EQUITY



The DWSE Small Area Plan will increase environmental equity by: 1) reducing the amount of impervious surfaces from 95% to 85%; 2) increasing the tree canopy by over 500%; 3) introducing district-wide stormwater management; 4) encouraging walking, biking, and transit use through safer street designs, thus mitigating vehicle emissions; 5) adding connections, such as the 6th Street bridge and new streets, that will promote multimodal transportation; 6) introducing the potential for district energy; and 7) creating multiple ways to access the Zumbro River and leverage its potential for passive and active recreation.

COMPREHENSIVE PLAN AS FOUNDATION

The City of Rochester adopted a new comprehensive plan in 2018. The comprehensive plan is a holistic vision of the city's future. It evaluates various city systems that are often managed individually (e.g., transportation, housing, economic development, parks, etc.) and looks at how to plan for their investment in a holistic manner.

One of the primary purposes of the comprehensive plan is to establish broad goals and objectives that are applicable across multiple city systems. Therefore, when more detailed planning needs to occur, such as the DWSE Small Area Plan, there is a policy framework already in place to help guide decision making.

* *Sprinkled throughout document are numerous examples of how the DWSE Small Area Plan was guided by and aligns with the Comprehensive Plan.*

Core Principles

The following are the comprehensive plan's core principles, which served as a guide during the development of the DWSE Small Area Plan:

Integrate land use and transportation

Emphasize fiscal sustainability

Expand housing diversity

Enhance the integrity of existing neighborhoods

Improve community connectivity

Champion social equity and environmental justice

Maintain commitment to health, wellness, and the environment

COMPREHENSIVE PLAN AS FOUNDATION

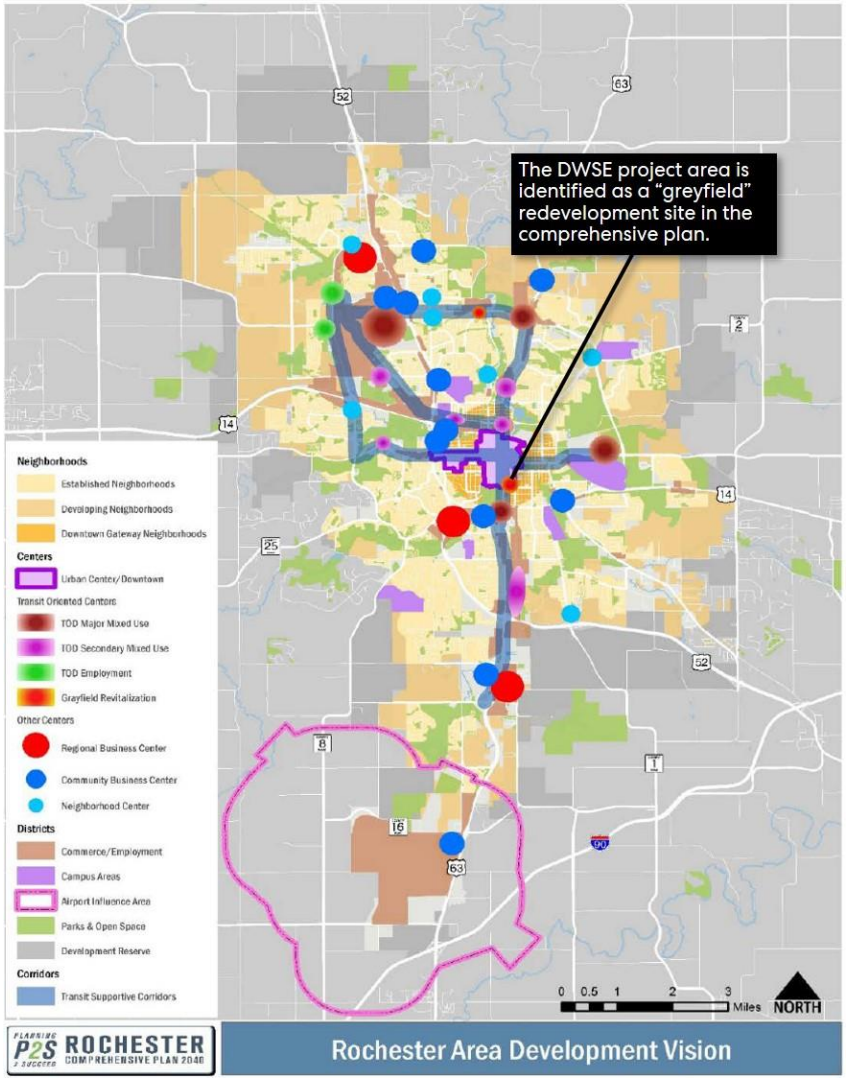
Development Vision

The comprehensives plan's development vision map identifies place types that reflect the Core Principles of the plan by encouraging more diverse, mixed use development, compact development, greater access to transit oriented opportunities, and expanded housing choices. These place types should be thought of as land use "building blocks" that help to define the structure of the city.

The DWSE Small Area Plan combines place type characteristics of 'downtown gateway neighborhoods' and 'transit-oriented development nodes.'

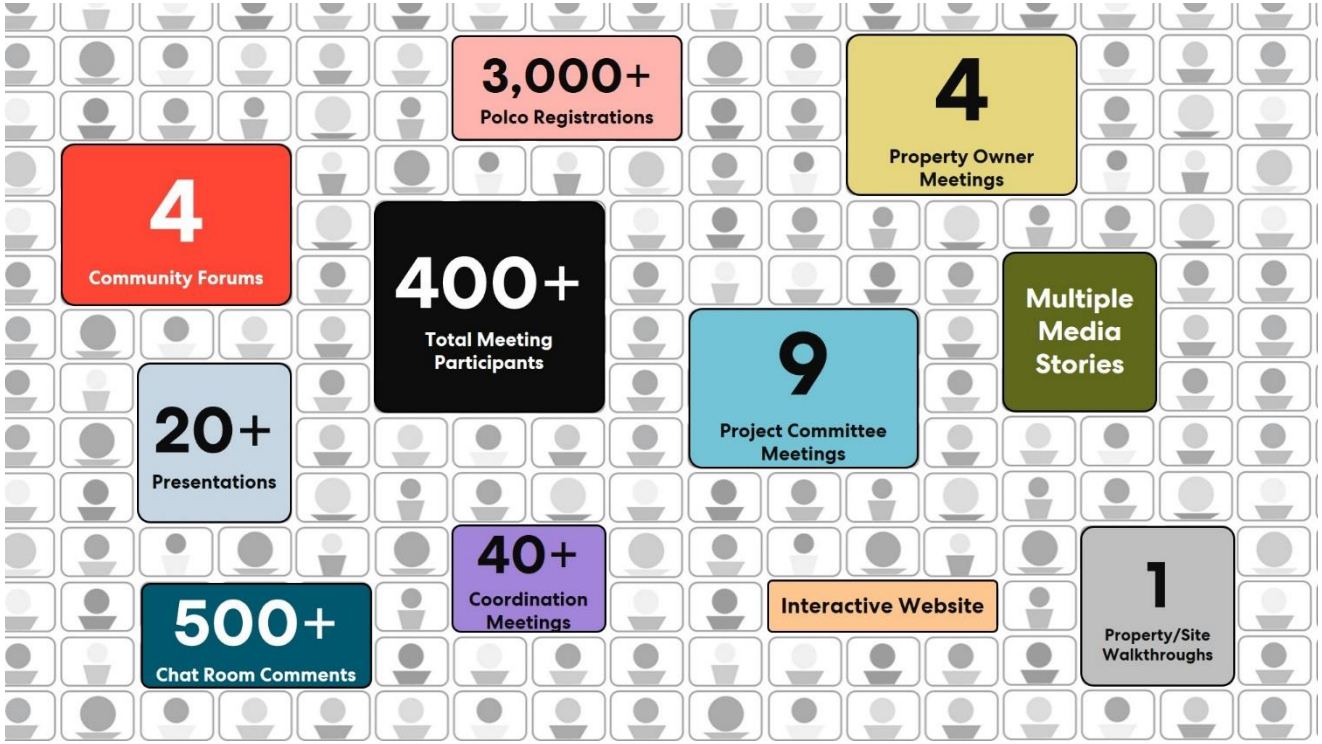
Downtown Gateway Neighborhoods: Immediately adjacent to the downtown business area are well-established core neighborhoods consisting of a variety of housing and limited small scale commercial and institutional uses.

Transit-Oriented Development Nodes: Transit-Oriented Development Nodes are sites of dense mixed-use development located at the crossroads of major urban street with Transit Supportive Growth Corridors identified in the Development Vision.



KEY SMALL AREA PLAN COMPONENTS

Community engagement *for the DWSE Small Area Plan was multifaceted, occurred throughout the planning process, and was critical in shaping the final outcome, despite the challenges of COVID-19.*



KEY SMALL AREA PLAN COMPONENTS

*A **pedestrian promenade, riverfront plaza, and green corridors** are key public realm features that animate and connect the new urban neighborhood with the downtown and surrounding areas.*

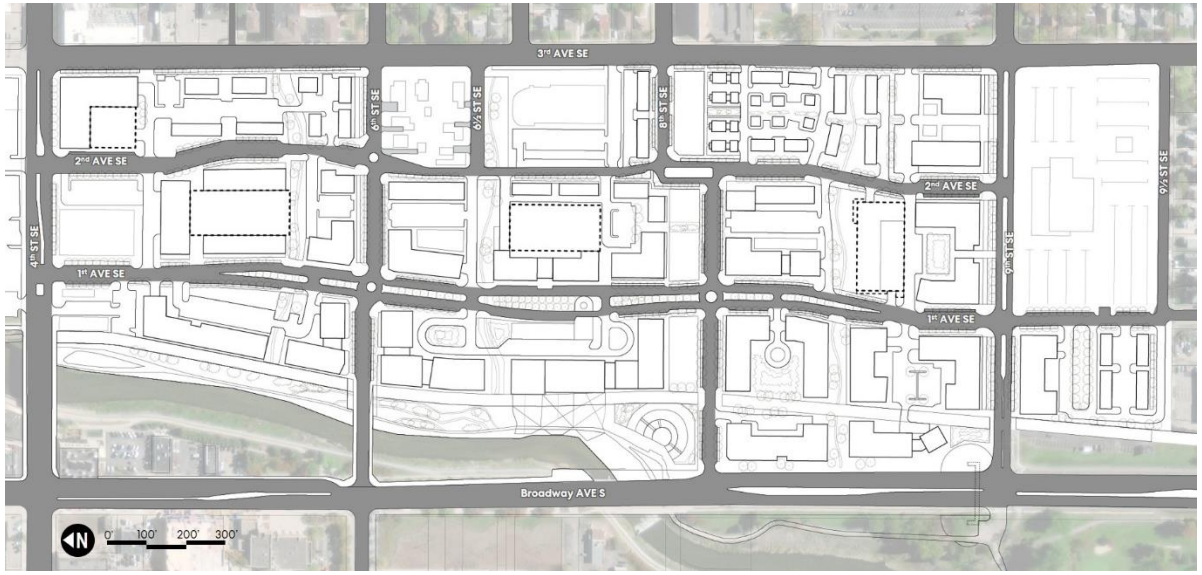
KEY SMALL AREA PLAN COMPONENTS

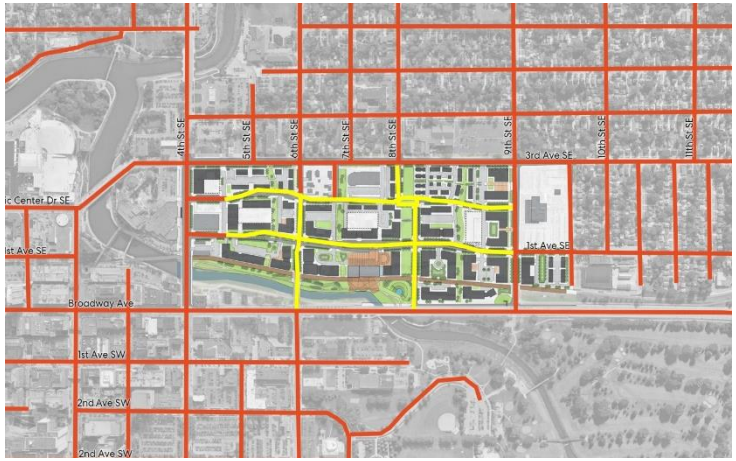
Connected Street and Block Pattern

High density residential development will generally be found in areas adjacent to the downtown Central Development Core or Fringe of the city in a traditional urban setting with ***relatively small blocks and a grid street system*** *that contributes to a walkable urban environment.*

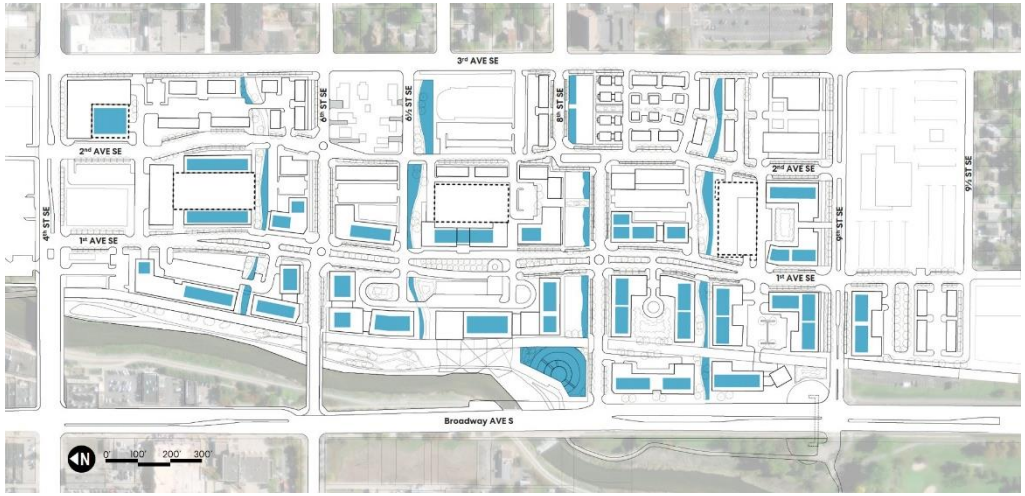
The DWSE Small Area Plan is based on the guidance of the Comprehensive Plan and highlights:

- *Adding to the street network enhances response times for fire, police, and emergency services.*
- *The largest open space system in the city is the connected street network.*
- *The connected grid supports legibility for all users and overall wayfinding.*



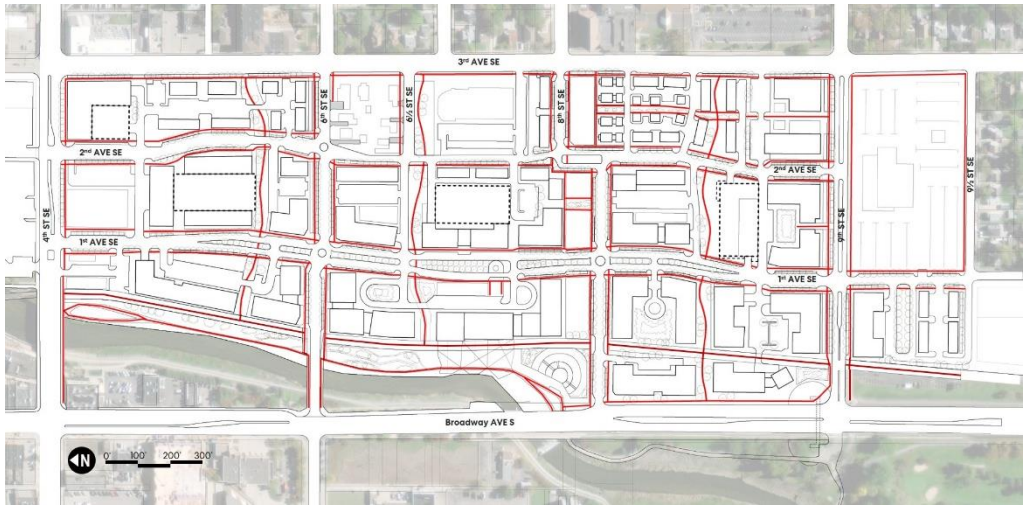


KEY SMALL AREA PLAN COMPONENTS



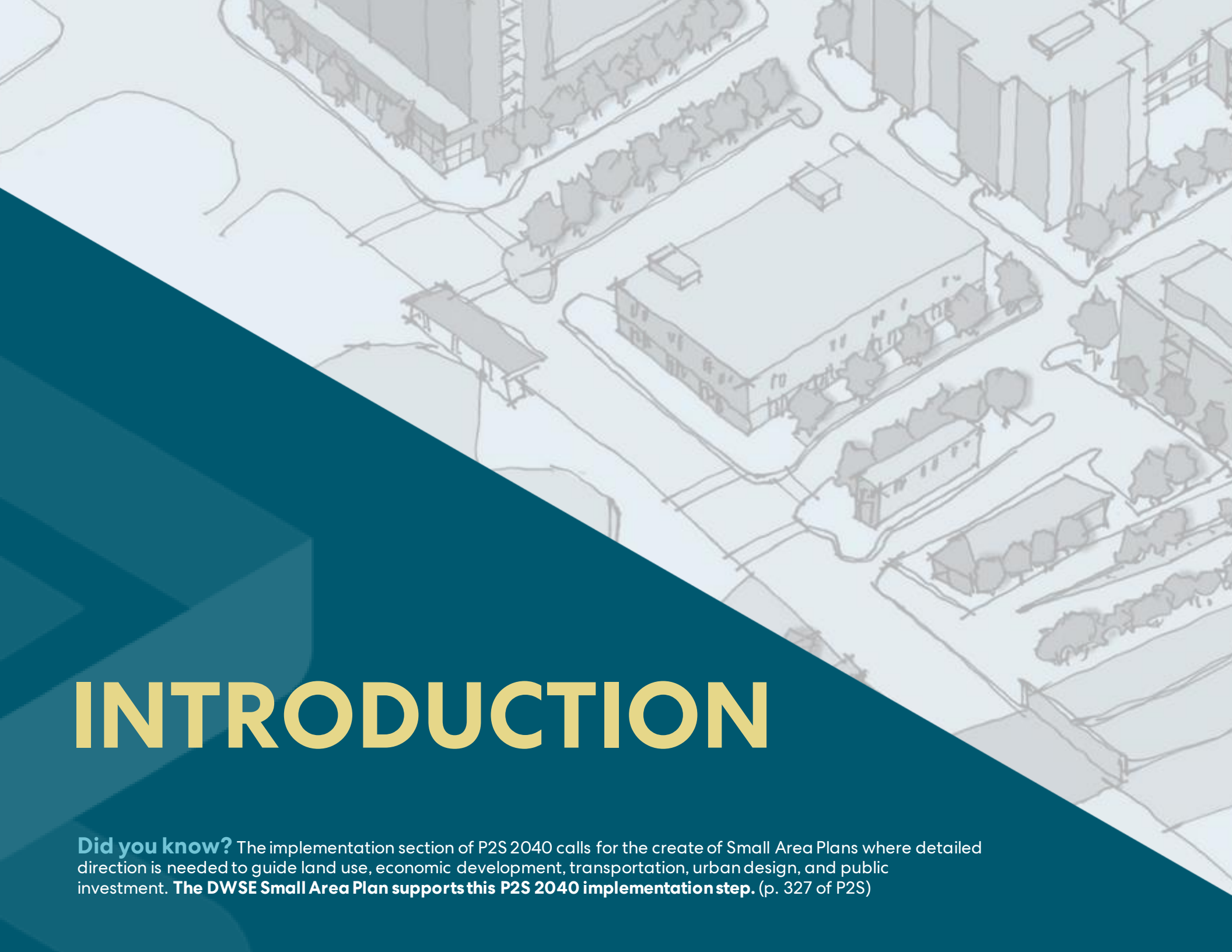
Stormwater Management

*The proposed **stormwater management system** is based on the plan's street and block pattern that connect smaller parcels and sites to the larger network that links stormwater treatment in, generally, a linear alignment from east to west.*



Pedestrians and Bikes

*Like the stormwater system, the bike and pedestrian plan benefits from the **compact street and block arrangement** that provides a highly connected network of sidewalks, bike routes and facilities to neighborhoods, downtown and the river.*



INTRODUCTION

Did you know? The implementation section of P2S 2040 calls for the create of Small Area Plans where detailed direction is needed to guide land use, economic development, transportation, urban design, and public investment. **The DWSE Small Area Plan supports this P2S 2040 implementation step.** (p. 327 of P2S)

The Downtown Waterfront Southeast (DWSE) Small Area Plan is **a shared community vision that addresses near- and long-term opportunities for change** in a strategic area situated between downtown Rochester and the Slatterly Park and Sunnyside neighborhoods.

Project Area Location

The area identified for change or "project area" is bounded by 4th Street SE to the north, Broadway Avenue South and the Zumbro River to the west, 9½ Street SE to the south, and 3rd Avenue SE to the east (Figure 1). The area is approximately 60 acres in size and rectangular in shape with dimensions that are roughly 2,800 feet (just over ½-mile) from north to south and 1,000 feet (just under ¼-mile) from east to west.

The project area borders the Slatterly Park and Sunnyside neighborhoods to the east and south, respectively, and Soldiers Field Park to the west across Broadway Avenue. To the north and northwest, the project area borders downtown Rochester.

From the northern edge of the project area at the 4th Street SE bridge over the Zumbro River, it is approximately a 5- to 6-minute walk to Peace Plaza in the heart of the downtown. At the southeastern edge of the project area at the intersection of the 3rd Avenue SE and 9½ Street SE, it is approximately an 18- to 20-minute walk to Peace Plaza.

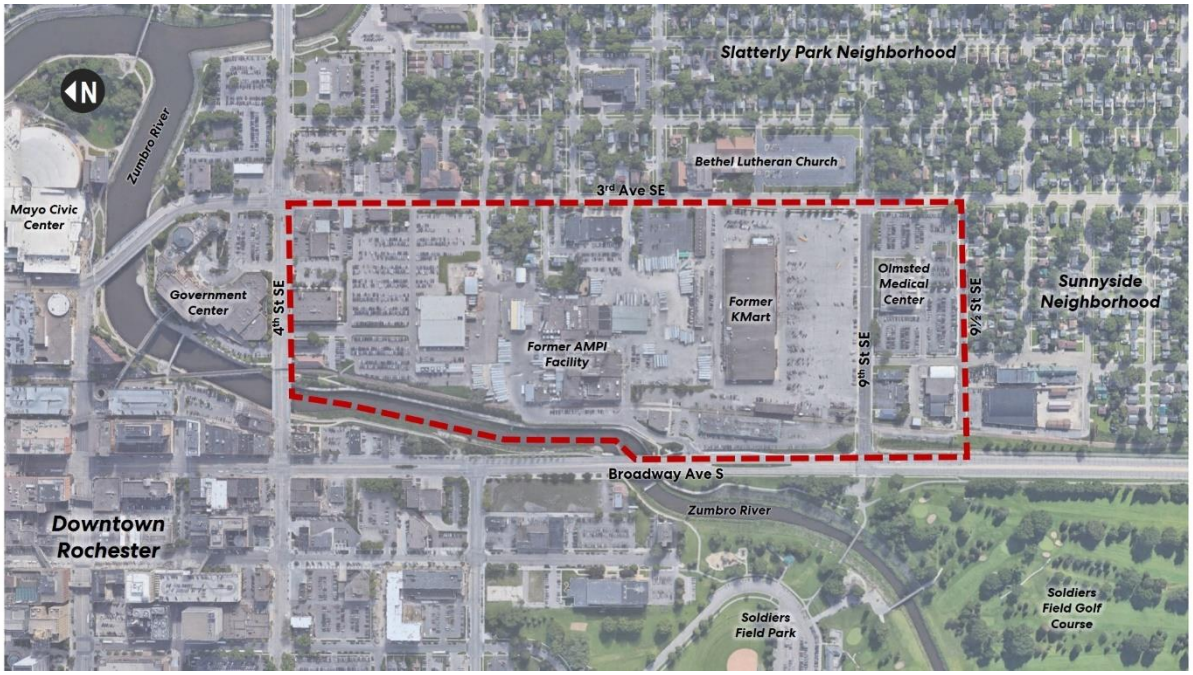


Figure 1: Downtown Waterfront Southeast (DWSE) Small Area Plan Project Boundaries

The project area is centrally located within the Rochester region (Figure 2). Broadway Avenue South and 4th Street SE are two primary arterial roadways that provide access to many neighborhoods throughout Rochester. US Highway 52, which is the primary connection to the Twin Cities Metro Area, can be accessed via 6th Street SW or 2nd Street SW just over one mile west of the project area.

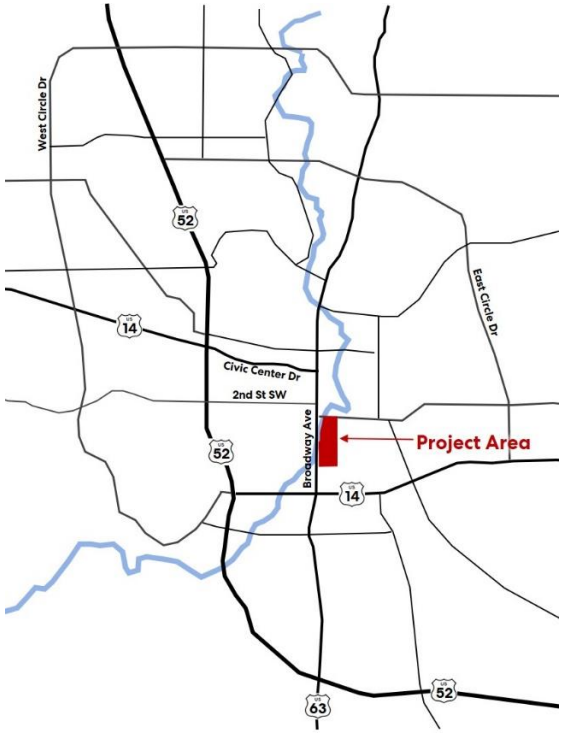


Figure 2: Regional Context Map

Plan Purpose

The project area has long been considered an area for potential revitalization. Numerous plans focusing on the downtown have imagined how this area could evolve. When the Rochester Comprehensive Plan 2040 was adopted in 2018, the project area was identified as one of several areas in the city targeted for revitalization. This is due to the project area's proximity to the downtown, its frontage along the Zumbro River, the presence of large tracts of underutilized property (i.e., vacant properties and/or parking lots), and ownership patterns.

The comprehensive plan, however, did not provide clear direction for what the project area should become in the future. Furthermore, recent changes in the ownership of several large parcels within the project area hastened the need for a plan that will guide any future changes. Therefore, the city of Rochester with the support of project area property owners and neighborhood stakeholders, instituted an inclusive and collaborative planning process with the goal of creating a community-driven plan that represents a shared vision for the future of the project area.

Furthermore, reflecting the following core principles of the Comprehensive Plan, the DWSE small area plan endeavors to:

- **Integrate land use and transportation** by planning for new development that is supportive of a multi-modal network of transit, local streets, sidewalks, and bike facilities.
- **Emphasize fiscal sustainability** by introducing a development pattern that is responsive to market dynamics but also aligns with public investments in new right-of-way and open spaces.
- **Expand housing diversity** by introducing new housing types and styles that meet the needs of all households, regardless of income, age, or cultural background.
- **Enhance the integrity of existing neighborhoods** by integrating into the plan the needs and desires of local residents through context-sensitive design, such as transition zones, opportunities for local retail goods and services, and enhancements to the local transportation system.
- **Improve community connectivity** by identifying the location and type of new connections for both local and regional purposes.
- **Champion social equity and environmental justice** by listening to as many voices and perspectives as possible during the planning process and reflecting those voices in the plan vision through enhanced mobility and new development that benefits everyone and not a select few.
- **Maintain commitment to health, wellness, and the environment** by identifying opportunities for increasing the amount of accessible and open

green spaces, improving connections to essential goods and services, and repurposing existing structures for new uses.

Plan Creation

The Community Development Department at the city of Rochester initiated the planning process. A Project Committee made up of a cross section of stakeholders, including neighborhood representatives, property owners, business owners, as well as city of Rochester and Destination Medical Center (DMC) staff, was formed to guide the development of the plan. A consulting firm, Perkins&Will, was hired to assist the project committee and the city of Rochester in facilitating meetings, translating ideas into concepts, and documenting the plan results.

Essential to the planning process was a robust effort to gather input consistently and regularly from a broad spectrum of stakeholders as well as the general public. A wide range of voices were vital in informing and ultimately guiding the project committee with their plan recommendations.

What is a Small Area Plan?

A small area plan contains a set of strategies that aim to preserve or improve a specific area of the city. The plan may address issues such as land use, zoning, transportation, economic development, housing, aesthetics, and service delivery. Small area plans act as policy guides for both the public and private sectors in their decision making.

The DWSE Small Area Plan will guide transformation of the project area from its current state to a future mixed-use neighborhood that will be interwoven both physically and aesthetically with the surrounding neighborhoods yet also have its own character.

Planning Timeline

The timeline for creating the DWSE Small Area Plan was approximately 8 months. Plan creation occurred in five phases. In the first phase, the existing conditions of the project area were analyzed, and initial community input was gathered regarding the opportunities, challenges, and overall aspirations for the plan. The community

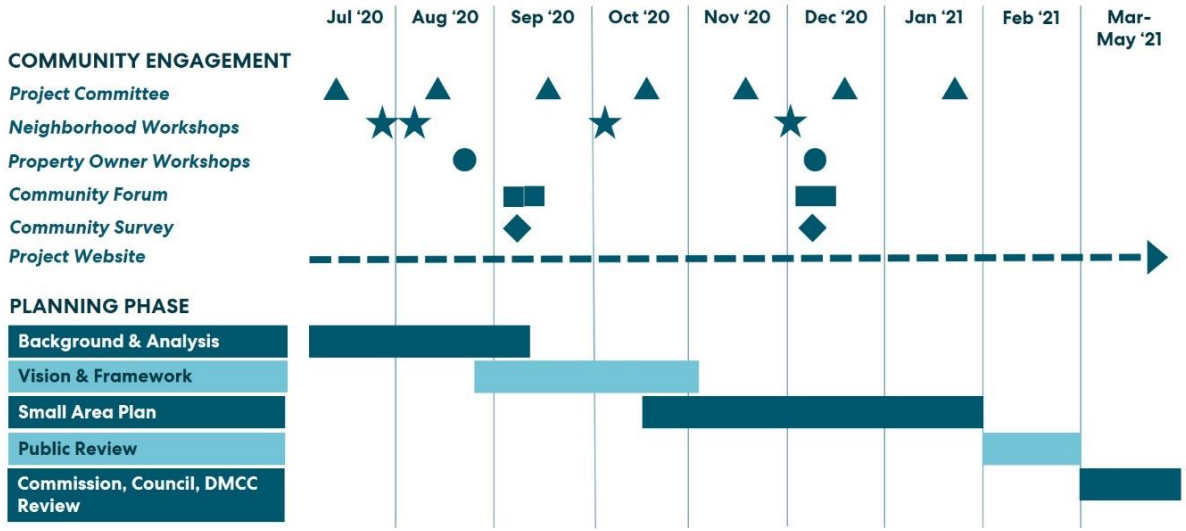


Figure 3: DWSE Planning Process and Timeline

input was then used to create an overarching vision and set of goals necessary for the development of the plan.

The second phase involved the development of a framework that addressed foundational plan elements, such as the general location of new streets and right-of-way, general block sizes, and desired development types.

Based on additional community input, the third phase refined the plan framework into a cohesive plan vision and the identification of how essential plan elements could be strategically phased in the near- and long-term.

The fourth and fifth phases involved public review and adoption of the small area plan.

PROJECT BACKGROUND

Did you know? The DWSE planning area is designated as "Greyfield Redevelopment" in P2S 2040's Development Vision map. Greyfield Redevelopment sites offer significant opportunities for our community. First, increasing tax revenues by returning non-productive locations to higher density, higher-value mixed use development is important to the city's financial health. These sites also provide an opportunity to reintroduce an urban street pattern, particularly on sites proximate to downtown, by dividing large sites into city blocks that can be developed with a mixture of housing, business and civic uses while reestablishing connections with and to the surrounding area. Greyfield redevelopment also provides an opportunity to create new well planned and well-designed development filled with destinations and the kinds of places people like to visit. (p. 132 of P2S)

Project Area History

Like many areas near downtowns, the project area has a varied history. Prior to the mid-19th century, the Dakota people occupied much of the Zumbro River basin. Although there are no known Dakota sites within the project area, encampments along the Zumbro River were common.

In 1854 a stagecoach line connecting Dubuque, IA and Saint Paul, MN was established, and it ran through the east side of the project area along what is now 3rd Avenue SE, and this contributed to increased Anglo American settlement into the area. During the late 19th century, Dr. Christopher Graham, one of the original partners of the Mayo Clinic practice, acquired land south of Rochester that included the project area.

At the turn of the 20th century, a line of the Chicago Great Western Railway was built north-south through the project area along its west side. Eventually, residential lots were developed near the intersection of 4th Street SE and 3rd Avenue SE as well as several small commercial buildings fronting along 4th Street SE. By the 1910s, a stockyard was developed in the northern portion of what is now consider the AMPI site. In the 1920s, a bulk-oil storage facility was constructed in the western portion of the

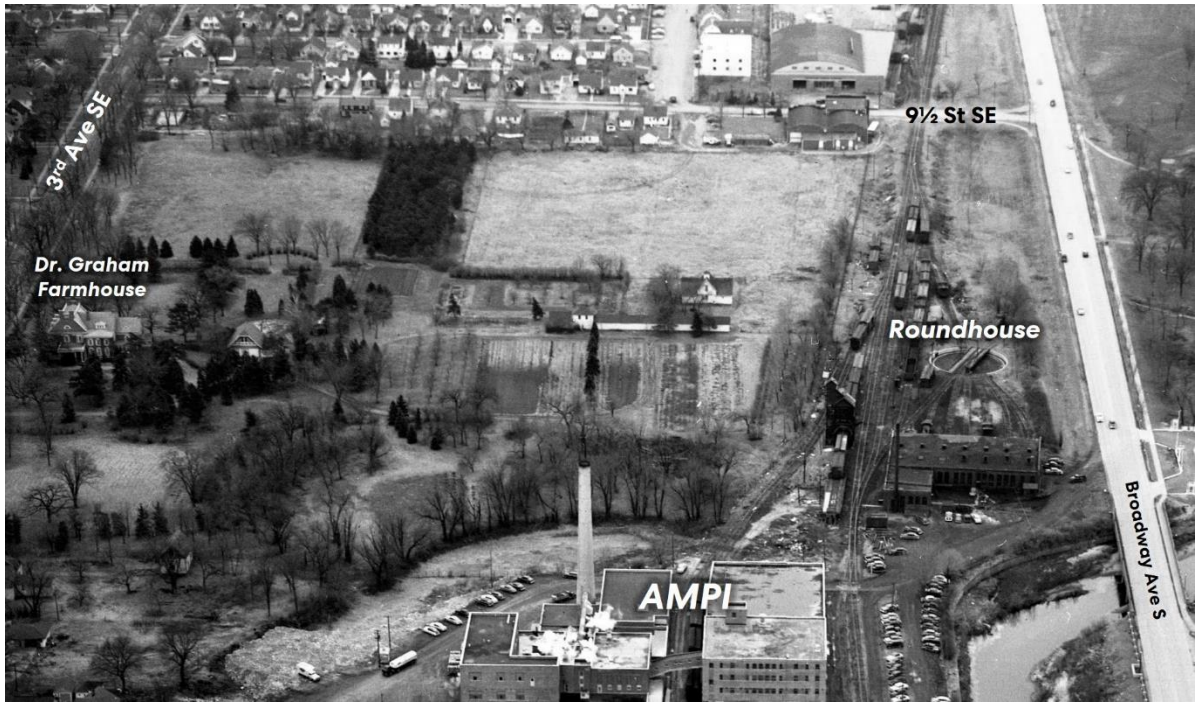


Figure 4: Project Area View Looking South c. 1950 *(Photo Credit: https://libraryguides.mayo.edu/c.php?g=280231&p=7084951)*

AMPI site, which cemented the area as a predominantly industrial location for decades to come.

In the 1940s, the first buildings associated with the Rochester Dairy Cooperative, which later became AMPI, were constructed. However, it wasn't until the 1960s that most of the southern portion of the project area became fully developed. This is when 9th Street SE was extended from 3rd Avenue SE to Broadway Avenue. This opened sites for development. In particular, this is when the Kmart building and the early phases of the Olmsted Medical Center were constructed.

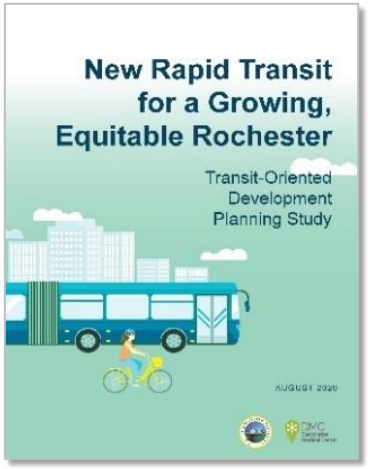
During the 1980s, the last remaining undeveloped parcels, which were located along Broadway Avenue north of 9th Street SE, were finally developed as retail. Meanwhile former industrial uses in the northern portion of the project area began to be cleared at this time for what would eventually become the Fullerton commuter parking lot.

Related Planning Efforts

All previously prepared reports, studies, and other documents having a bearing on the project area have been assembled and reviewed to gain an understanding of key findings, objectives, and policies that inform this planning effort. The key findings are summarized as follows:

TOD Planning Study (2020)

Recognizing the potential impact of new transit investments on development (and vice versa), the DMC and the City of Rochester prepared a transit-oriented development (TOD) planning study. The study focused on areas within the city that are a comfortable walking distance (approximately a ½ mile) from a planned bus rapid transit (BRT) route that will travel along 2nd Street SW connecting the western neighborhoods of Rochester to the downtown.



The study identified a station stop that will be located along 4th Street SE between the Zumbro River and 3rd Avenue SE that would serve the project area and the Government Center. The study envisioned multistory office buildings located along the northern edge of the project area and multifamily development in the middle sections of the project area.

Unlike the other station areas in the study, the TOD planning study did not go into detail regarding guidelines for block sizes, street hierarchies, and other typical plan elements knowing that a separate study (i.e., DWSE Small Area Plan) was going to focus on the project area. Nevertheless, potential opportunity sites within the project area as well as simplified framework concepts were presented.

Figure 5: TOD Planning Study – Framework Concept

Sanitary Sewer Plan (2020)

The city of Rochester updated its Sanitary Sewer Master Plan in 2019 (adopted in 2020). The master plan identifies districts within the city that currently need (or anticipated to need) significant sanitary sewer improvements. According to the master plan, the central portions of the city, including downtown and the project area, are relatively older and the most sewer constrained. Therefore, the master plan considers two planned sewer projects that would impact the project area (Slatterly Park and the 1st Ave Relief Line) as the 5th and 7th highest priority out of 36 potential projects in the city.

Integrated Transit Studies (2018)

The integrated transit studies builds on the work of the DMC Development Plan by focusing on four areas of transportation need identified in the development plan: 1) a transit circulator loop; 2) street use and operations; 3) parking and travel demand management; and 4) a city loop (i.e., amenity-rich multimodal loop).

Key findings from the integrated transit studies that remain relevant to the project area are:

- Project area connected to the City Loop
- Project area serviced by a Primary Transit Network (BRT)
- Project area serviced by Circulator Route 1 and 2 (BRT)
- Project area considered part of downtown parking supply
- Project area adjacent to bicycle portal into the downtown
- Parking in the project area should be managed as part of a district-wide system
- Future parking demand in the project area is estimated to come primarily from residents and visitors
- Identified the project area as potentially accommodating between 2,800 and 7,300 stalls of structured parking in two separate locations
- Recommends design of any new parking structures to be adaptable to other future uses to account for potential changes in transportation modes and/patterns
- Envisions mobility hubs in the project area in order to accommodate last-mile connections to destinations closer to the downtown core

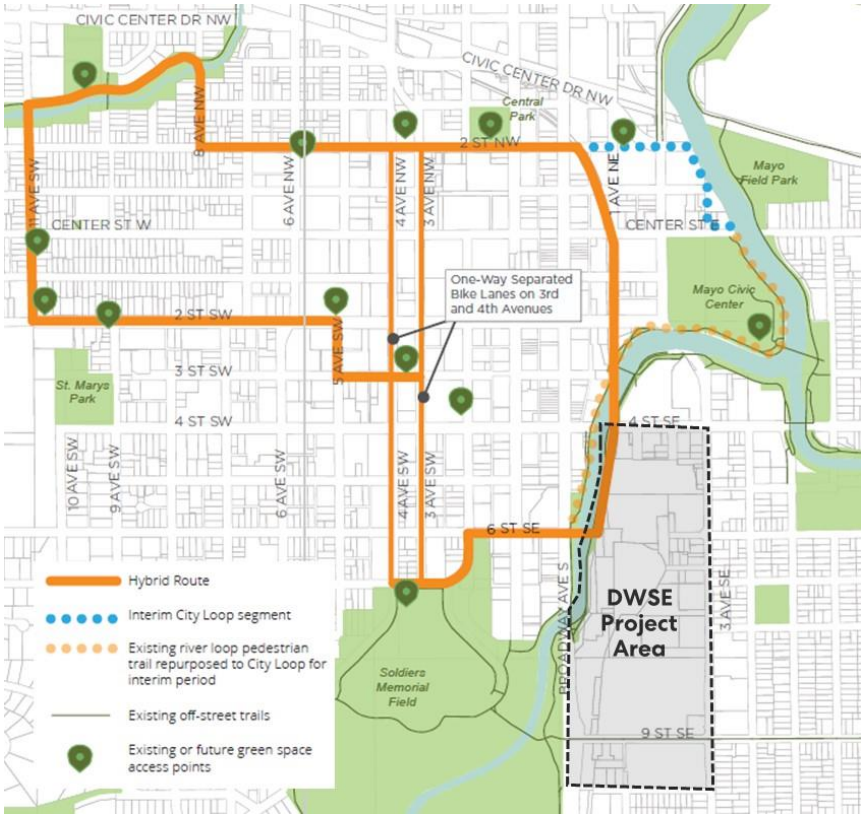


Figure 6: Integrated Transit Studies – City Loop (Hybrid Scenario)

Destination Medical Center District Design Guidelines (2016)

Emerging out the DMC Development Plan was the need to clearly and consistently document design guidelines that would apply to the DMC District. Focusing on the district character, streets and corridors, and individual sites and buildings, the DMC District Design Guidelines are an important precedent that helped formulate the vison for the DWSE Small Area Plan.

The following are the overarching DMC District design guidelines and standards:

Downtown District

- Create a safe, inviting, and connected public realm
- Enhance connections to nature and natural systems
- Establish district and sub-district identity
- Strengthen gateways
- Establish signature open spaces
- Reuse and restore buildings
- Infuse the city with public art
- Develop mixed-use neighborhoods
- Promote urban agriculture
- Create district parking
- Create sustainable community infrastructure
- Create a healthy community

Streets and Corridors

- Design streets for pedestrians
- Design streets for bicycles
- Design streets for mass transit
- Design safe efficient roadways
- Design sale multimodal intersections
- Establish the urban forest
- Develop sustainable water management strategies
- Design smart streets
- Design streets with flexibility and adaptability for future uses
- Connect street, skyway, subway levels
- Types of streets and corridors
- Application to typical right-of-way

Individual Sites and Buildings

- Design buildings to establish sense of urban enclosure
- Design tall buildings to preserve sunlight, comfort, and views
- Contribute to a vibrant streetscape
- Design for coherency
- Design for flexibility and adaptability for future uses
- Create spaces for collaboration
- Meet sustainable and healthy buildings design standards
- Connect to district systems
- Design roofs for visual impact and sustainability
- Design parking structures to enhance pedestrian realm
- Make parking structures adaptable to future uses

Destination Medical Center Development Plan (2013)

In 2014 the DMC, a public-private partnership formed to leverage the growth of the Rochester region, prepared a development plan for downtown Rochester. The plan is intended to transform downtown Rochester into a dynamic destination that will drive long-term sustainable economic growth. The DMC Development Plan focuses on six different districts within the downtown, each with a unique character and function. The project area is included within the Downtown Waterfront district.

Although the project area is included within one of the six districts, it was not a focus of the development plan and any future change noted in the project area was meant to convey how full build out of the development plan would also impact the periphery of the downtown as well as the core of the downtown (the focus of the development plan). Nevertheless, the DMC Development Plan remains an important plan because of how it envisions change in districts adjacent to the project area. Key takeaways from the development plan are:

- The project area is located at the southern end of the Downtown Waterfront district. Like most of the Downtown Waterfront district, the project area's primary land use is envisioned to be higher density residential. The plan also shows new transit investments serving the project area.
- The Discovery Square district is located immediately west of the project area and is anticipated be the primary district for employment growth in the downtown. In addition, this plan shows a 6th St connection across the Zumbro River connecting to the project area.
- The University of Minnesota Rochester campus is envisioned to be just south of the Discovery Square district, which is also immediately west of the project area.

Slatterly Park Vision Plan (2013)

The Slatterly Park Neighborhood prepared a plan in 2013. Although the plan includes an area much larger than the project area, many of the plan's recommendations focus on the project area due to its strategic potential for redevelopment and, thus, impact on the neighborhood. The following are key recommendations of the plan most related to the project area:

Mobility Recommendations:

- Incorporate complete streets
- Wide sidewalks
- Encourage multi-use parking structures to accommodate employee and non-neighborhood parking needs
- Dedicated bike lanes along 9th St SE and 3rd Ave SE
- Connect 6th St SE from 3rd Ave SE to Broadway (with bridge over Zumbro River)
- Reconstruct street grid in the Project Area
- Create multi-modal transportation hub along Broadway between 9th St SE and 8th St SE

Public Realm Recommendations:

- More lighting along river trail system
- Improve landscaping in parking areas
- Consider community gardens/pocket parks as interim uses in areas where redevelopment is likely

- Green connection or park as part of KMart or AMPI redevelopment

Home, Yards, and Marketplaces Recommendations:

- Orient new buildings to the street
- Place parking behind buildings
- Consider adaptive reuse (e.g., AMPI factory building)

Land Use Recommendations:

- Multistory residential w/ground floor commercial near downtown
- Step-down massing of buildings where densities transition
- Eliminate industrial uses
- Make AMPI property high-density residential
- Allow commercial uses along rail ROW south of 9th St (promote neighborhood uses along 1st Avenue SE)

Figure 7: Slatterly Park Vision Plan – Mobility Recommendations

Summary of Existing Conditions

In order to create a vision for the future, it is essential to understand where one is today. Therefore, this section summarizes pertinent information regarding important physical, economic, and regulatory conditions that will influence how the project area is likely to change.

Land Use

The project area currently consists of a wide variety of uses. The most dominant use is surface parking, which occupies large portions of the northern and southern sections of the project area. The surface parking is used by both commuters who work in downtown Rochester and employees who work at project area businesses.

Figure 8: View of the DWSE Project Area Looking Northeast

Recently vacated uses also make up a large portion of the project area. The former AMPI facility, which processed milk and other dairy products, occupies much of the central section of the project area. This facility contains numerous structures of various ages, designs, and conditions. In the southern section of the project area, a vacant Kmart building dominates the landscape. Most of the surface parking associated with the former Kmart building is in the process of being converted to a commuter parking lot for downtown workers.

Figure 9: View of DWSE Project Area Looking Southeast

The periphery of the project area consists of a mixture of retail, office, institutional, and residential uses. Along 4th Street SE, there are several small commercial buildings and an Olmsted County government annex building. Along 3rd Avenue SE, there is a medium size office building and a cluster of houses and a small apartment building.

In the southwestern corner of the project area, near the intersection of Broadway Avenue and 9th Street SE there are a collection of small retail buildings that provide mostly neighborhood-oriented goods and services. South of 9th Street SE, the Olmsted Medical Center has a major facility that includes surface parking for patients and employees.

There is a mixture of uses that border the project area as well. South of 9½ Street SE, the uses mostly consist of single-family homes, though there are several older commercial structures along the rail line in this area.

East of 3rd Avenue SE, the uses include a church (Bethel Lutheran), single-family homes, and newer multifamily apartments. North of 4th Street SE is the Olmsted County Government Center. West of the Zumbro River, there are a number of small commercial buildings that line Broadway Avenue and represent the current commercial edge of downtown Rochester. Slightly south of this area and further west of Broadway Avenue is Soldiers Field Park.

Figure 10: View of DWSE Project Area Looking Northwest

Figure 11: View of the Zumbro River and Former AMPI Facility

Figure 12: View of the Former AMPI Facility Looking West from 3rd Avenue SE

Figure 13: View of Former Kmart Looking West along 9th Street SE

Figure 14: View of the CP/DME Rail Spur and the Fullerton Commuter Parking Lot Looking Southeast from 4th Street St

Zoning

The project area consists of five zoning districts: 1) Central Development Core – Fringe Area (CDC-FR); 2) TOD Corridor; 3) General Commercial District (B4); 4) Low Density Residential District (R2); and 5) Mixed Commercial-Industrial District (M1). The vast majority of land in the project area is covered by the TOD Corridor and CDC-Fringe districts. Both of these districts allow for a wide variety of land uses and intensity levels.

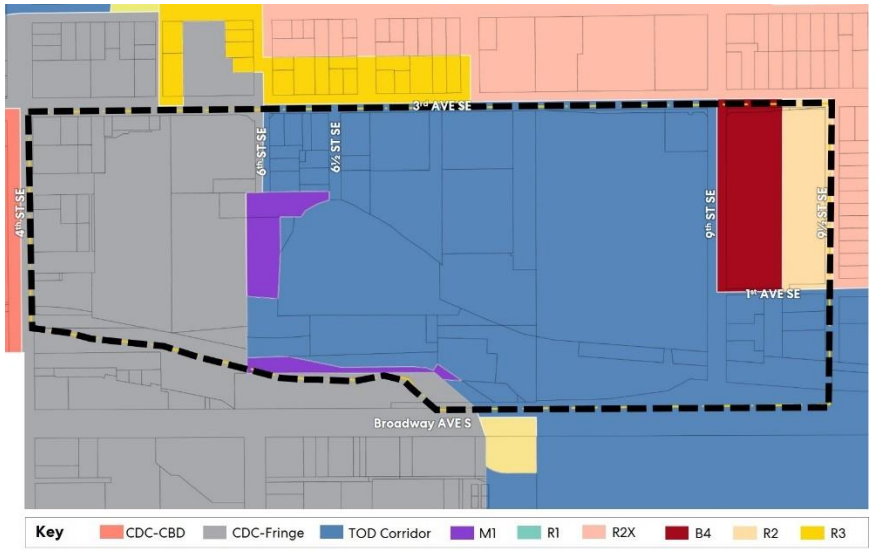


Figure 15: DWSE Project Area Zoning

Built Form

The project area has slowly evolved over many decades to include a variety of uses. However, its industrial legacy has meant that the project area continues to be dominated by large expanses of surface parking surrounding large buildings. As a result, over 80% of the land coverage in the project area is an impervious surface. Therefore, as redevelopment occurs over the coming years, there will be significant opportunities to manage stormwater onsite and mitigate runoff by adding substantial greenspace and/or amenities.

Figure 16: DWSE Project Area Surface Parking and Building Footprints

Property Ownership

Roughly two-thirds of the land in the project area is owned by four entities. This is unusual for such a large, prominent area on the edge of a downtown. With a small number of prominent landowners, this means that the potential for coordination is high if a shared vision for the site is achieved, which would reduce a significant barrier to redevelopment.

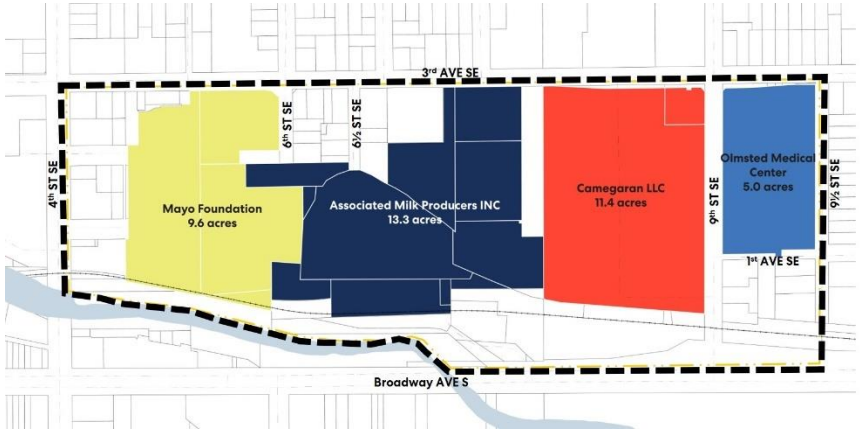


Figure 17: DWSE Project Area Major Property Owners

Property Values

Property values in the project area vary greatly on a per square foot basis. This is due to the range of parcel sizes, building types, and building age. Vacant properties or those with older or obsolete structures often translate to lower property values on a square foot basis. This can be seen in the lighter colored parcels (i.e., lower valued properties), which are located throughout the project area. Given the number of contiguous parcels with lower property values, this is an indicator of strong economic conditions that would support redevelopment.

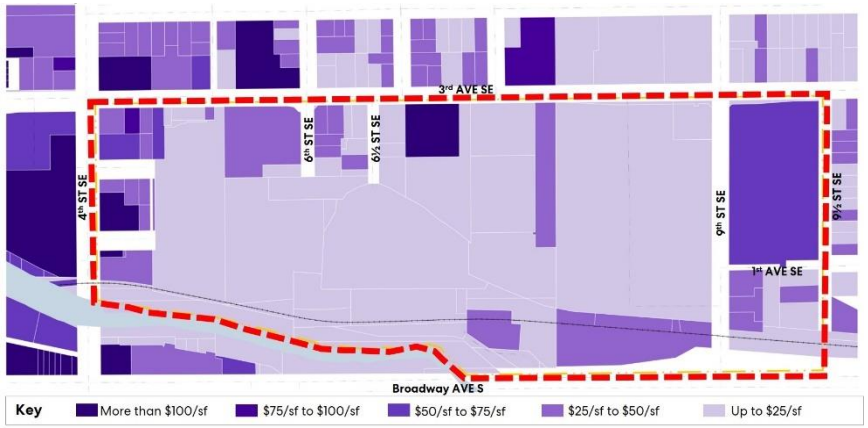


Figure 18: DWSE Project Area Property Values

Traffic Volumes

The four main roadways that effectively serve as the project area's boundary have traffic volumes that are strong and reinforce the commercial character of the uses along these thoroughfares. Although these roadways are critical in connecting the project area to the region and supporting uses, such as healthcare and retail, they can also serve as barriers to local mobility because of their size and higher speeds, especially for persons travelling by foot or bicycle.

Figure 19: DWSE Project Area Average Daily Traffic Volumes

Streets/Right-of-Way

Existing public rights-of-way (ROW) are limited in the project area. There are five ROWs that are dead ends: 1) 1st Avenue SE immediately south of 4th Street SE; 2) 2nd Avenue SE; 3) 6th Street SE; 4) 6½ Street SE; and 1st Avenue SE east of South Broadway. The only ROWs that do not dead in the project area are 9th Street SE and 1st Avenue SE south of 9th Street SE. The limited number of ROWs that connect to other ROWs means that new ROWs will need to be created. However, new development will create opportunities to not only add new ROWs but to also add connections to important uses and destinations.

Similar to the rights-of-way, the street network is limited within the project area. Although the lack of an existing street network that provides connections to and through and project area is a barrier to development, it also represents an opportunity to add new streets as development occurs and, more importantly, to establish a plan for where future streets can and should go in a manner that would best support a future vision for the project area.

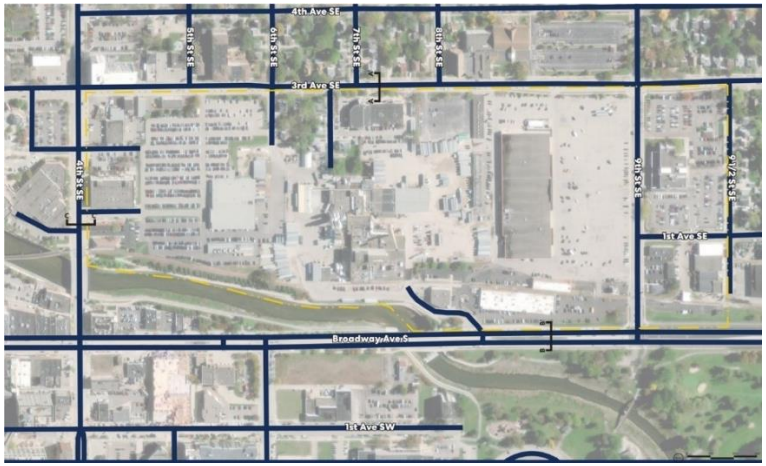


Figure 20: DWSE Project Area Existing Streets and Right-of-Way

Floodplain

The city of Rochester regulates floodplain areas in accordance with the Olmsted County local floodplain ordinance. The ordinance establishes a regional flood protection elevation defined as 1 foot above the regulatory flood elevation (FEMA 100-year) plus any surcharge from development in the floodplain. None of the project area falls within this definition of a floodplain. However, the City is beginning to update its surface water management master plan. Through this process, it may revise its floodplain ordinances to reflect changing climatic conditions.

To illustrate a current worst-case scenario, the map below shows FEMA's current flood hazard layer for a 0.2% annual chance (500-year) flood. In such an event, central and southern portions of the project area (shown in blue) are at risk of flooding. This level of risk does not currently preclude development on the site, but should be taken into consideration as part of the planning process. At the same time, as previously noted, a significant portion of the project area consists of impervious surfaces. Therefore, the potential to introduce a variety of best practices in surface water management could substantially mitigate the risk area shown below.

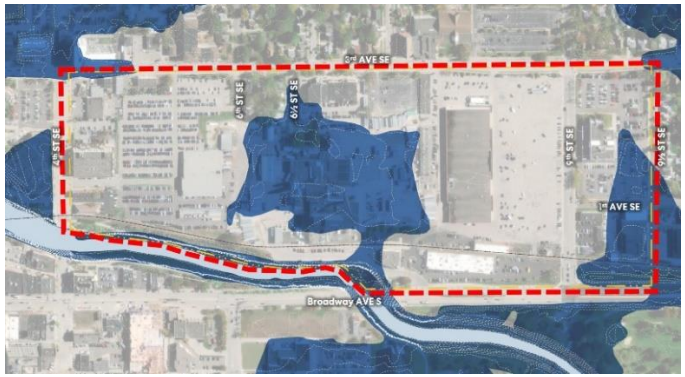


Figure 21: DWSE Project Area 500-Year Floodplain

Walkshed

Based on a comfortable walking pace (20-minutes per mile), the map below shows the 10-minute walkshed from the edges of the project area boundary. Given the network of streets and lack of barriers, such as rivers, railroads, and parks, much of the Slatterly Park and Sunnyside neighborhoods are within a 10-minute walk of the project area. Due to limited areas for crossing the Zumbro River, the walkshed does not extend as far to the north and west as it does to the south and east. Nevertheless, large portions of the downtown are within a comfortable walking distance.

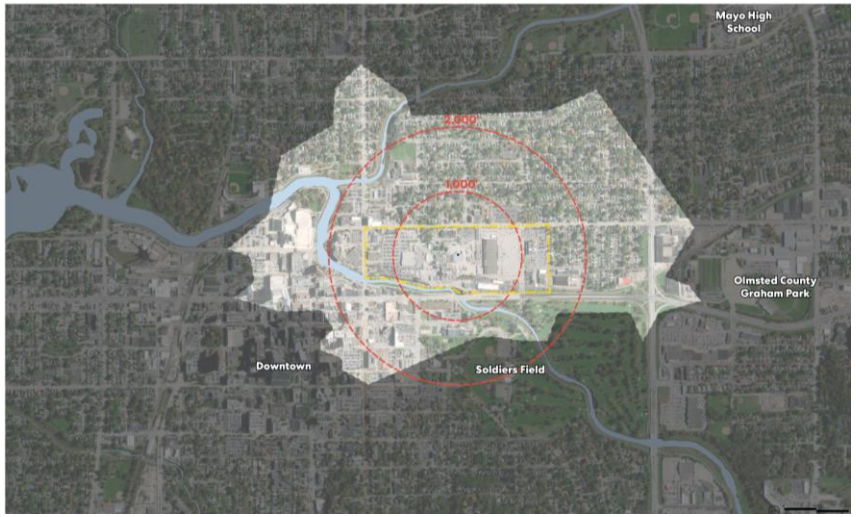


Figure 22: DWSE Project Area 10-Minute Walkshed from Boundary Edges

Market Context

2020 Market Analysis

As part of the TOD Planning Study profiled previously, a market analysis was conducted that forecasted the development potential of different land uses within a half-mile buffer of the proposed rapid transit corridor. The forecast was through 2040. The DWSE project area is at the center of the study area. The market study was compiled in late 2019 and early 2020. Because the delivery of the final report was at about the time COVID-19 was becoming a national issue, the report authors revised their executive summary conclusions to account for any foreseeable impacts on market demand due to COVID-19.

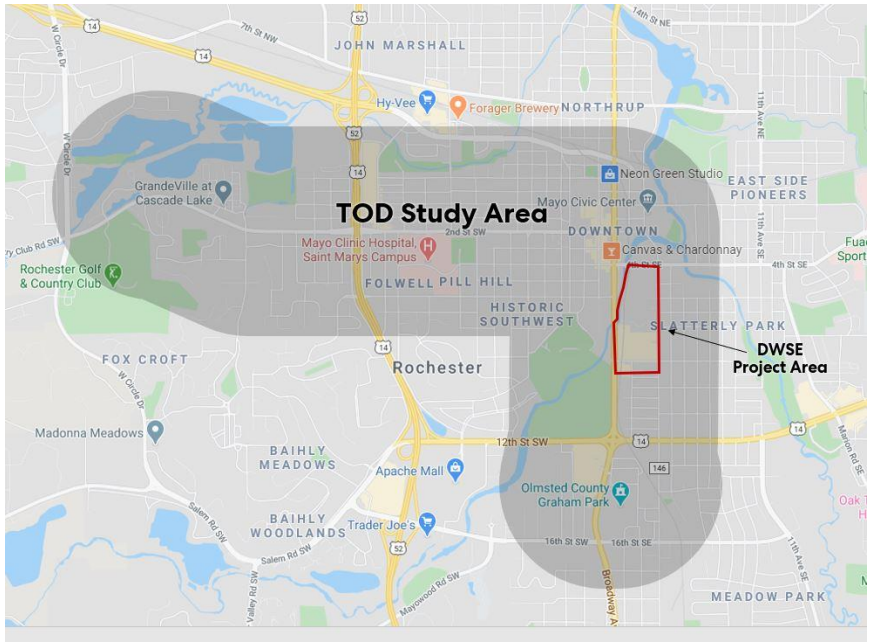


Figure 23: DWSE Project Area in Relation to the Rochester TOD Planning Study's Area of Analysis

Due to the recent timing of the market study and its relevance to the project area, the findings from the study were used as a guide for evaluating market conditions specific to the project area.

Growth Forecasts

Key drivers of demand for development in the project area will be employment growth throughout the region and the resultant population growth. The TOD market study indicates that employment in Olmsted County will grow by roughly 37,500 between 2020 and 2040. This is a substantial increase compared to the employment growth in Olmsted County between 2000 and 2020, which was 27,000. Olmsted County's population is anticipated to grow by more than 48,000 between 2020 and 2040, which will fuel demand for all types of development.

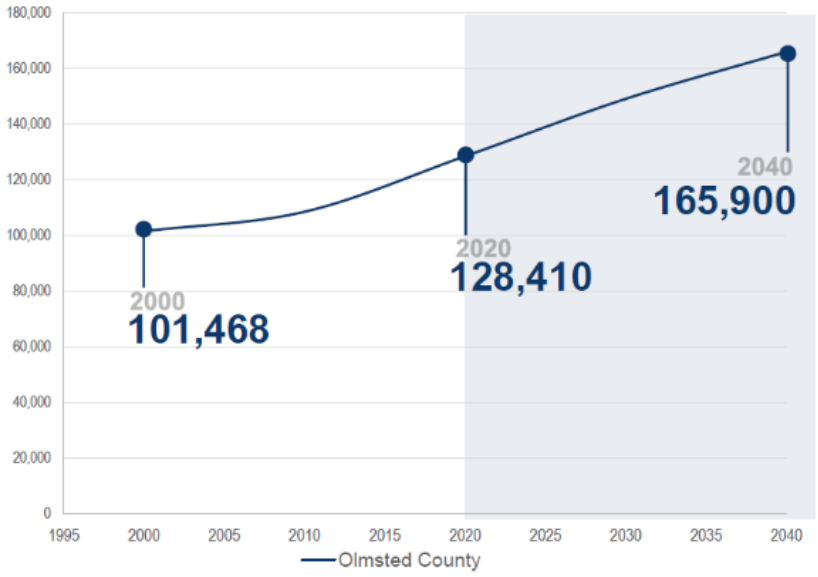


Figure 24: Employment Trends 2000-2040 (Source: Rochester TOD Planning Study – Market Analysis)

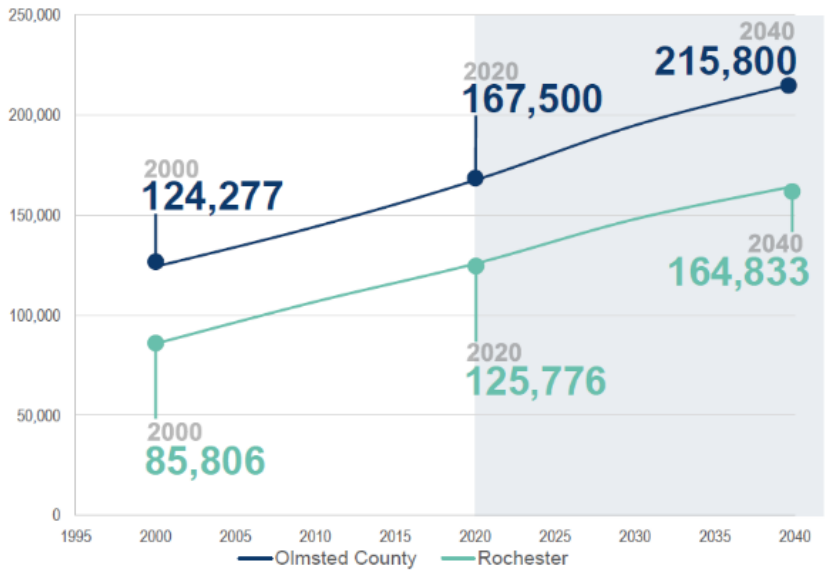


Figure 25: Population Trends 2000-2040 (Source: Rochester TOD Planning Study – Market Analysis)

Demand Estimates

The TOD Market Analysis estimated development demand for the study area through 2040 based on existing supply, demand driven by demographic growth, interviews with local real estate experts, case studies from similar BRT corridors across the country, and recent development trends in the Rochester region. Below is a table that breaks down the demand by development type.

DEVELOPMENTTYPE	TOD STUDY AREA - ESTIMATED MARKET DEMAND 2020-2040
Market Rate Housing	3,100 Units
Affordable Housing	2,400 Units
Hotel/Lodging	1,500 Rooms (880k SF)
Retail	350k-410k SF
Office	770K-1.1M SF

Figure 26: Rochester TOD Planning Study – Market Demand Estimates

Demand Capturable in the Project Area

Although the TOD Market Analysis did not provide clear direction on just how much of the estimated 20-year Study Area demand could be captured in the project area, it is assumed that the proportion would be substantial based on the following reasons:

1. The project area is adjacent to the Discovery Square and UMR/Recreation districts. Based on the DMC Development Plan, these districts are expected to capture a significant amount of the downtown's office and education space in the coming years.
2. The project area is located within the Downtown Waterfront district, which was identified in the DMC Development Plan as being district with heavy concentrations of new residential uses.
3. The project area is bounded by several streets that have some of the highest traffic counts in the area. These are due in part to the fact that southeastern Rochester has a limited number of access into downtown Rochester, which that the project area is both a highly visible and prominent gateway into the

downtown. This means the project area is well positioned to captured future development.

4. The project area contains several large property owners with assets that are underdeveloped. This makes it one the largest sites of its kind and potential not only in the downtown but throughout the region.
5. The project areas over 1,600 feet of frontage along the Zumbro River and it is adjacent to Soldiers Field Park. Therefore, the already has excellent access to a regional amenity but also the potential to introduce a new amenity that would also be a significant regional attraction.
6. The project area is planned to be served by several new transit enhancements. This will greatly increase the accessibility and mobility of those who would either live in, work in, or choose to visit the project area.

The project area is adjacent to two well established residential neighborhoods. This is an existing local market for both commercial and residential uses in the project area. Furthermore, these existing neighborhoods lend a favorable character to the project area once it becomes more developed.

Given the reasons cited above, the following table outlines the amount of development noted in the previous table that could be captured in the project area.

DEVELOPMENT TYPE	DWSE PROJECT AREA - ESTIMATED MARKET DEMAND 2020-2040
Market Rate Housing	750 Units
Affordable Housing	750 Units
Hotel/Lodging	140 Rooms
Retail	70k-100k SF
Office	50K-75k SF

Figure 27: DWSE Project Area Market Demand Estimates (based on Rochester TOD Planning Study Findings)

COMMUNITY ENGAGEMENT

Did you know? The P2S 2040 Community Engagement effort was successful in generating over 7,000 individual ideas and opinions that helped inform the planning process and, ultimately, the final plan document. **The concepts within the DWSE Small Area Plan strongly support the goals and priorities of the P2S 2040 document, which were formed through an intense public engagement process.** (p. 24 of P2S)

At the direction of the City Council, the DWSE Small Area Plan was created by being responsive to the needs and desires of a broad spectrum of stakeholders while also meeting the overall objectives of improved health and livability.

This direction meant community engagement was placed at the forefront of the planning process and was critical in understanding existing needs, crafting a vision that responds to the affected communities, neighborhoods, and businesses, and creating a highly implementable plan with actionable objectives that achieve community consensus.

It should be noted that all of the engagement associated with the DWSE Small Area Plan was virtual (i.e., occurred on-line via remote meetings, internet polls, and website communications). This was because the planning process occurred during the COVID-19 pandemic and the state of Minnesota was under emergency orders from the Governor that limited in-person gatherings and interactions. Despite this challenge, over 400 people were able to directly participate in the process and over 3,000 people were afforded the opportunity to engage in the project.

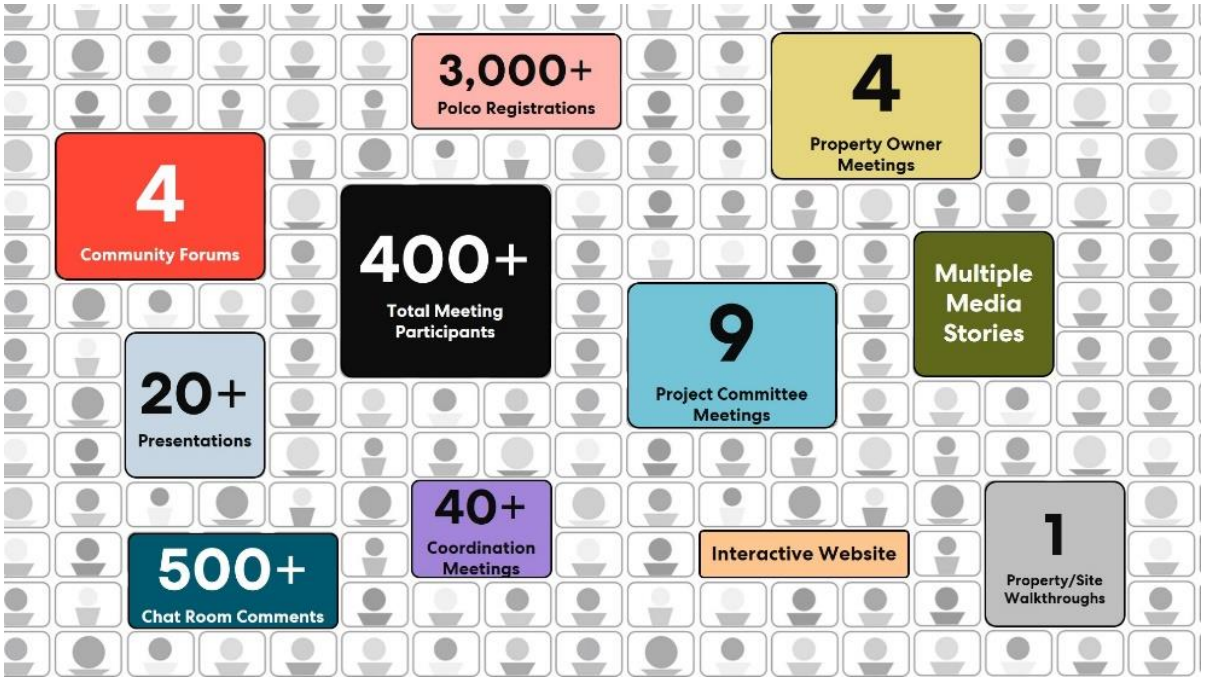


Figure 28: Summary of Community Engagement Activity

Community Engagement Plan

In order to maximize participation during the extraordinary circumstances surrounding COVID-19, at the outset of the planning process, a community engagement plan (CEP) was developed and served as a guide for the engagement of stakeholders, residents, and businesses.

The purpose of the CEP was to document the tasks and methods related to stakeholder and public engagement that were to be undertaken during the preparation of the plan. In general, the intent of the community engagement process was to be proactive rather than reactive, and to work closely with the local community to build on their successes and to empower people to engage in this as well as other future public initiatives.

Project Committee

A Project Committee made up of various stakeholders, including residents, business owners, landowners, non-profit organizations, and government agencies, was established for the DWSE Small Area Plan.

The Project Committee was heavily involved in all phases of the planning process. They worked closely with city staff in drafting a scope of work needed to complete the plan (i.e., preparation of a request for proposal), in selecting a consultant team to lead the planning effort, and most importantly in guiding the development of the actual plan from its infancy as a vision to a fully vetted small area plan. Members of the Project Committee also provided advice and assistance to the project team for broader community outreach to residents and businesses in and near the project area.

Summary of Meetings and Tasks

The Project Committee began meeting virtually on a regular basis in March 2020. The following were the primary objectives of key meetings:

- **March 18, 2020**: RFP drafting
- **May 14, 2020**: RFP review
- **May 21, 2020**: Consultant interview prep
- **May 21, 2020**: Consultant interviews
- **May 21, 2020**: Consultant selection meeting
- **July 8, 2020**: Planning kick-off meeting
- **August 12, 2020**: Vision and goals exercise
- **September 16, 2020**: Review framework plan
- **October 14, 2020**: Refine vision and framework plan
- **November 18, 2020**: Review plan elements
- **December 16, 2020**: Refine final plan concept
- **January 27, 2021**: Ratify plan and define next steps

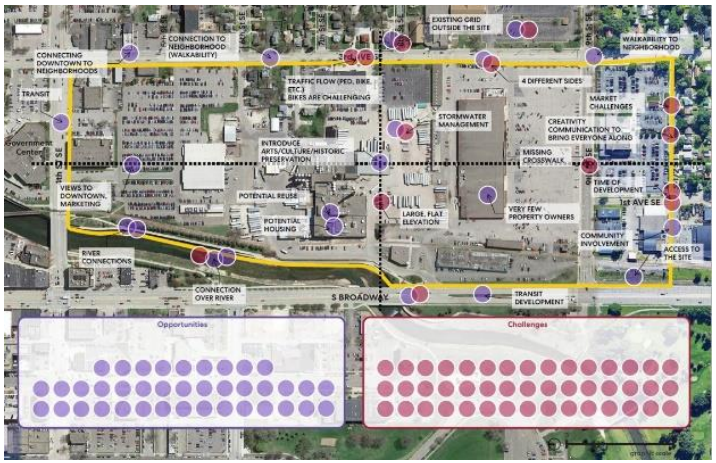


Figure 29: Project Committee Issue Identification Exercise (July 8, 2020)

Figure 30: Project Committee Meeting Feedback (October 14, 2020)

Neighborhood Meetings

The residents of the Slatterly Park and Sunnyside neighborhoods have an important stake in the future of the project area. Redevelopment within the project area has the potential to significantly increase the connectivity of each neighborhood to the downtown and nearby regional amenities, such as Soldiers Field Park and the trails along the Zumbro River. Moreover, redevelopment of the project area can introduce more options for local retail goods and services after the closure of the Kmart store as well as provide additional housing options not currently available in either neighborhood.

In order to fully engage the neighborhoods, four separate virtual meetings were arranged with residents throughout the planning process to help shape the vision of the plan and provide critical feedback on plan elements and concepts. Moreover, leadership of the Slatterly Park and Sunnyside neighborhood associations were members of the project committee and directly participated in the monthly meetings.

Figure 31: Neighborhood Workshop Results (July 30, 2020)

Property Owner Meetings

Although there are a small number of property owners in the project area that control a significant amount of land, there are also numerous other smaller property owners with a vital stake in the area's future as well. Therefore, two virtual meetings were held with property owners and their tenants to learn about their needs and gather input on proposed plan concepts. To recruit property owners and their tenants for each meeting, a combination of direct mailings and phone call invitations were made to every property owner within the project area.

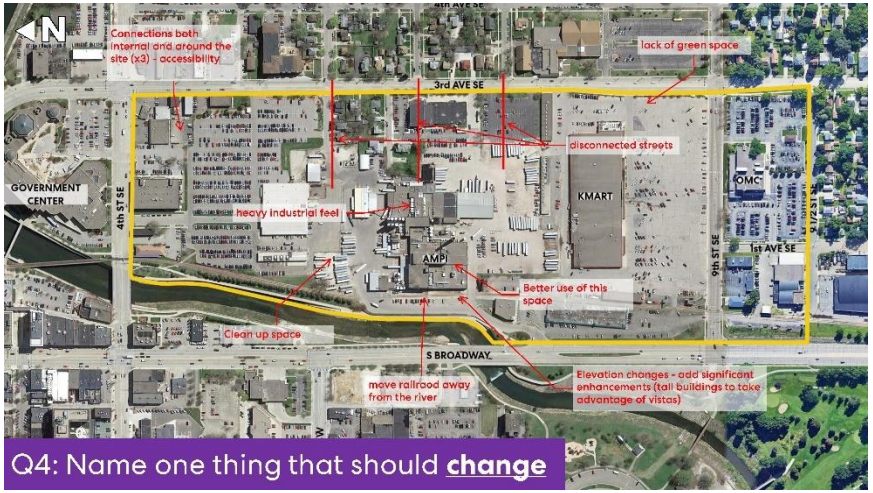


Figure 32: Property Owner Workshop Results (August 20, 2020

Community Forums

The impacts of any change in the project area will clearly extend well beyond project area property owners and residents of nearby neighborhoods. Therefore, separate virtual community forums were held with anyone interested in learning more about the DWSE planning process and to provide additional feedback on proposed plan concepts.

The forums were arranged at two separate points in the process; during an early phase to understand important issues and concerns and during a later phase to gather specific comments about proposed concepts. In order to maximize outreach, at each separate point in the process, a forum was convened over the noon hour and another was held later that same day in the early evening.

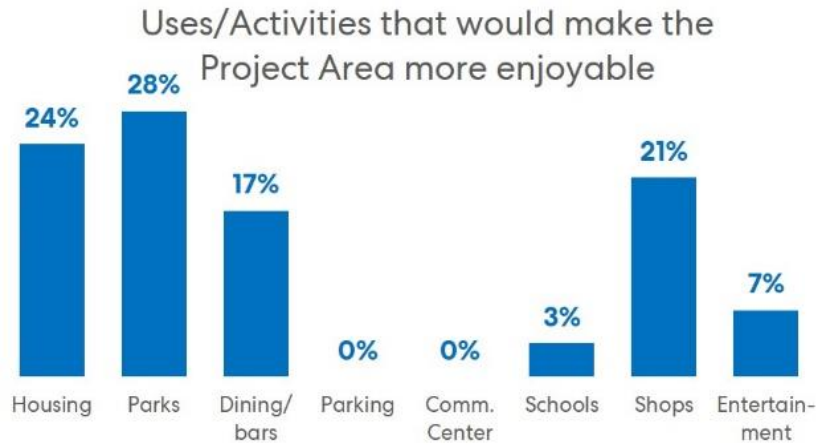


Figure 34: Community Forum Poll Result (September 9, 2020)

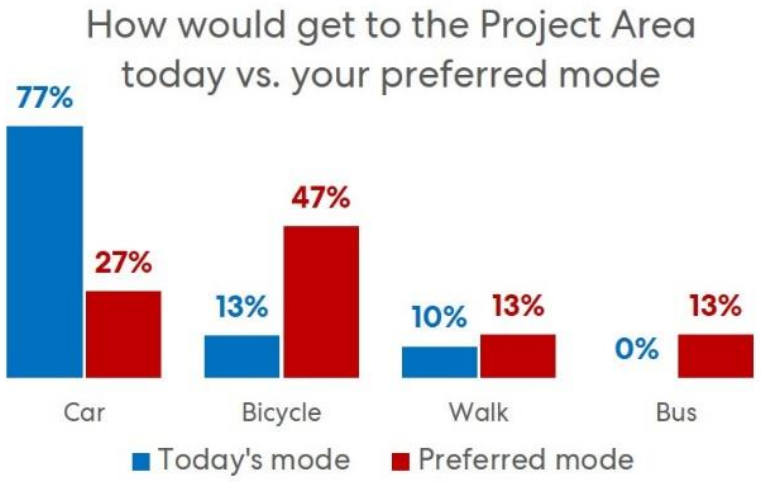


Figure 33: Community Forum Poll Result (September 9, 2020)

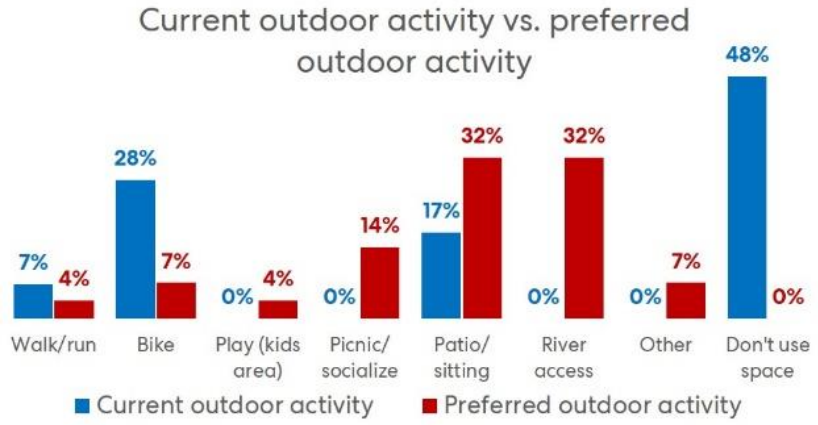


Figure 35: Community Forum Poll Result (September 9, 2020)

Polco Survey

To help promote the community forums and extend even wider the sources of feedback, a Polco survey was sent out via a city of Rochester press release. In each instance, the press release informed the public of an upcoming community forum and provided a link to a short survey specifically about the DWSE Small Area Plan. There were over 200 respondents to the surveys.

Figure 36: Project Area Word Cloud Vision (Polco Survey)

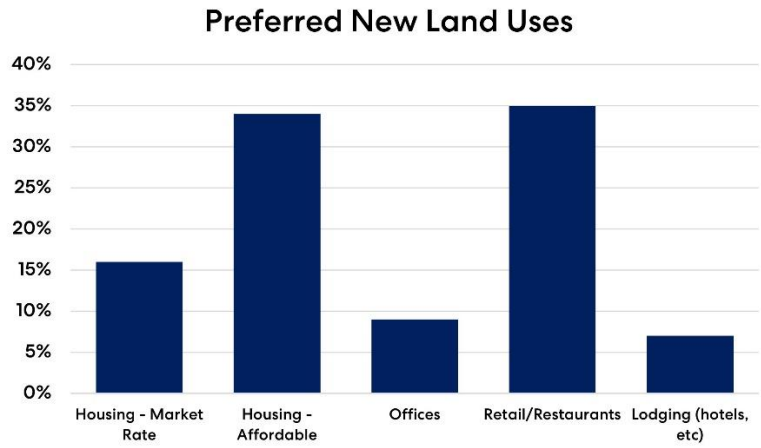


Figure 37: Polco Survey Result (September 1-13, 2020)

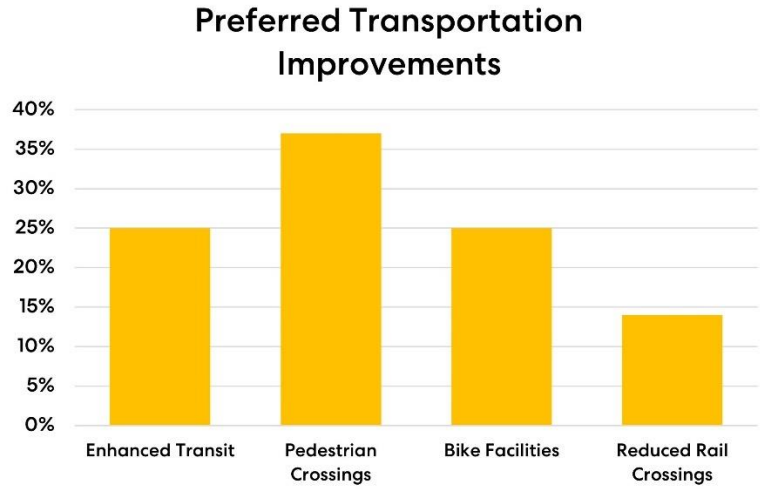


Figure 38: Polco Survey Result (September 1-13, 2020)

Project Website

Although regular and consistent virtual meetings and periodic surveys were important methods for engaging stakeholders and the broader public, these methods alone would not suffice. Therefore, a website was created and dedicated to the DSWE Small Area Plan. The website was used to complement and augment other virtual engagement activities.

The website contains detailed information about the planning project and its process so that interested members of the community who are unable to participate in one of the virtual meetings could easily track the project on-line and continue to remain engaged. For example, after each community meeting, the presentation slides or any meeting recordings were uploaded to the website. Furthermore, the website provided opportunities for visitors to submit specific questions or concerns about the project.

https://downtownwaterfrontsesmallareaplan.com/

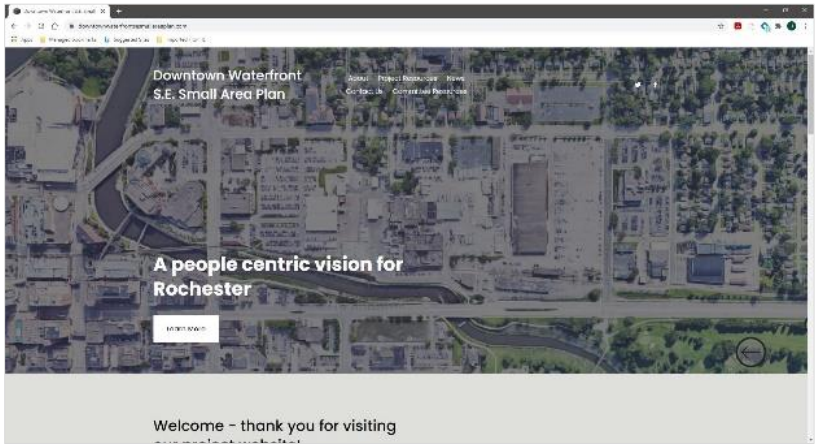


Figure 39: Screenshot of DWSE Small Area Plan Website

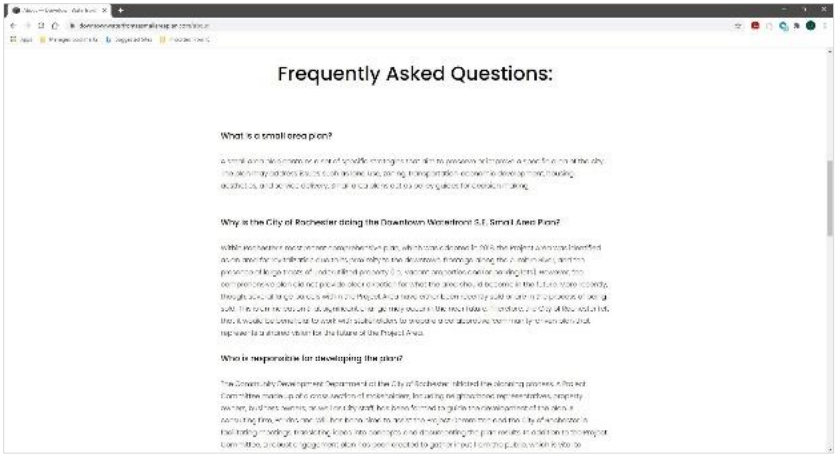


Figure 40: Screenshot of DWSE Small Area Plan Website

VISION AND GOALS

Did you know? P2S 2040 includes 91 different goals and policies that Rochester should aim to achieve by 2040. **The DWSE Small Area Plan concepts support 42 of those 91 P2S 2040 goals and polices.** (p. 307 of P2S)

Based on goals and policies from the Rochester Comprehensive Plan as well as input received from the DWSE project committee and numerous community engagement efforts, the following is a vision statement and supporting set of goals specific to the DWSE Small Area Plan.

The purpose of the vision statement and the goals are to establish the reason or "why" a vision plan is important and to guide the creation of recommended changes for the project area. Because plans often take many years to implement, a vision statement will help stakeholders persevere over time by serving as a guide for decision making and the implementation of specific action-oriented goals, strategies, and policies.

Vision

A mixed use urban district that embraces economic, social, and environmental health in an urban environment that includes thriving local businesses, a variety of housing options, riverfront activation and inviting public spaces.

Goals

- Increase connectivity to neighborhoods, the downtown, and nearby amenities.
- Increase green space.
- Reduce impervious surfaces.
- Enhance mobility throughout the project area, while mitigating impacts on existing traffic patterns.
- Emphasize pedestrian scale and function of streets, rights-of-way, and buildings.
- Leverage the Zumbro River as a regional and local destination.
- Ensure space for neighborhood retail/services.
- Guide denser development toward downtown - less dense development toward existing neighborhoods.
- Allow for a mixture of uses that support vibrancy.
- If possible, re-use existing structures to catalyze development and/or maintain affordability.
- Allow for phased development.
- Promote innovative stormwater treatment.

SMALL AREA PLAN

Did you know? The Urban Amenities section of P2S 2040 calls out that street and sidewalk design is shaped by the relationships of land use, buildings, parking areas, sidewalks, landscaping, lighting, and street furnishings. Recognizing that a connected street network and a well-designed streetscape can result in a positive, greater impact to the economic, environmental, and social vitality of a community. **DWSE supports this triple bottom line sustainability concept.** (p. 90 of P2S)

Plan Evolution

A draft development framework was prepared after a series of facilitated discussions with the project committee, thorough background and site analysis, review of market conditions and coordination with city staff. The process focused on working with the project committee and community stakeholders with identifying challenges and opportunities, prioritizing desired uses and site features, and responding to a series of continuum statements about how the site could be arranged physically.

An initial site arrangement worked from alignments of existing street ROW's and existing uses within the study area. The initial arrangement proposed rational street connections to 1st Avenue SE, 2nd Avenue SE, 6th Street SE and 8th Street SE. Three draft development scenarios were prepared and discussed with the project committee and stakeholders each showing the idea of a north -south promenade.

As the framework evolved, the existing/active RR corridor was identified as a viable opportunity and the promenade shifted from 1st Avenue SE. With the promenade in place and the establishment of a series of east-west "green corridors" (an idea from the Slatterly Park neighborhood plan), the development framework was essentially complete. Additional calibrations yielded a more organic street alignment that included planted medians, small scale roundabouts and other traffic calming features.

The full development framework highlights the connected street and block pattern (including a new bridge at 6th Street SE), plazas and public parks, riverfront improvements and the fully formed pedestrian promenade.

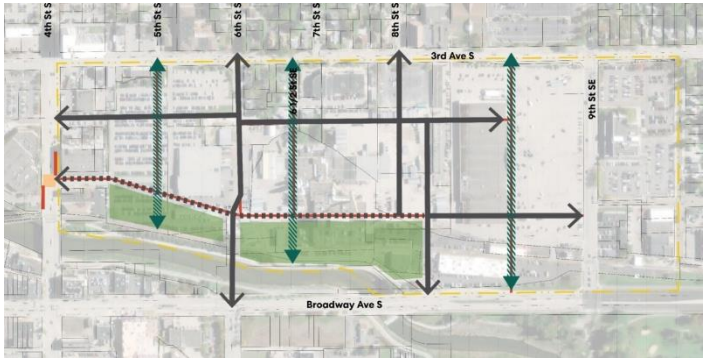


Figure 41: September 2020 Draft Plan Graphic

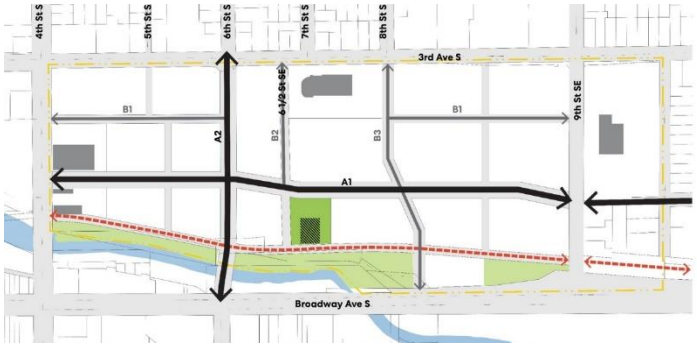


Figure 42: October 2020 Draft Plan Graphic

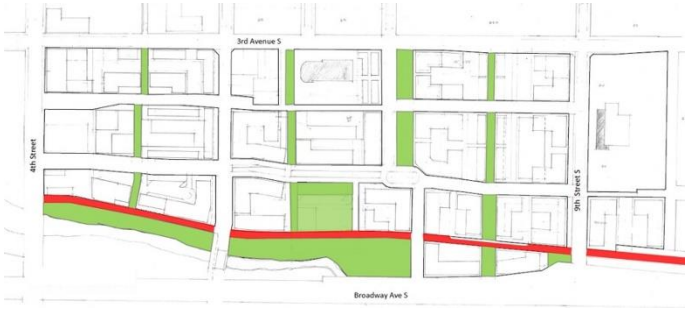


Figure 43: November 2020 Draft Plan Graphic

Illustrative Plan

The Illustrative Plan communicates the vision of proposed streets, buildings, parking locations, and open spaces at a full future build-out of the Southeast Waterfront area. Development and new investment will not happen overnight. The plan is designed to be implemented incrementally as opportunities arise and landowners are ready to move forward. Although some plan details may change over time to meet physical, regulatory, or market constraints, the main concepts contained in the illustrative plan should guide development in accordance with the plan's overall vision and goals.

The plan communicates the likely possibility of how the area will develop over a 20-30 year timeframe based on the current zoning, responses from neighborhood and community workshops, and direction from the advisory project committee. The 60-acre area is set apart by a highly connected pattern of multi-use streets, enhanced "green corridors", and a prominent public realm consisting of riverfront plaza, pedestrian-oriented riverside promenade (currently an active rail corridor), and neighborhood parks and open spaces.

The plan features a mix of uses including office, commercial, neighborhood retail, as well as a wide range of housing types and choices. The adaptive reuse of the former AMPI brick bottling building and historic smokestack anchor the center ('Stack District') which is expected to act as a 'hub' for a variety of commercial, residential, and community-supportive uses in the new neighborhood. Warehouse scale architecture and masonry building materials will provide a clean industrial look to new surrounding buildings.

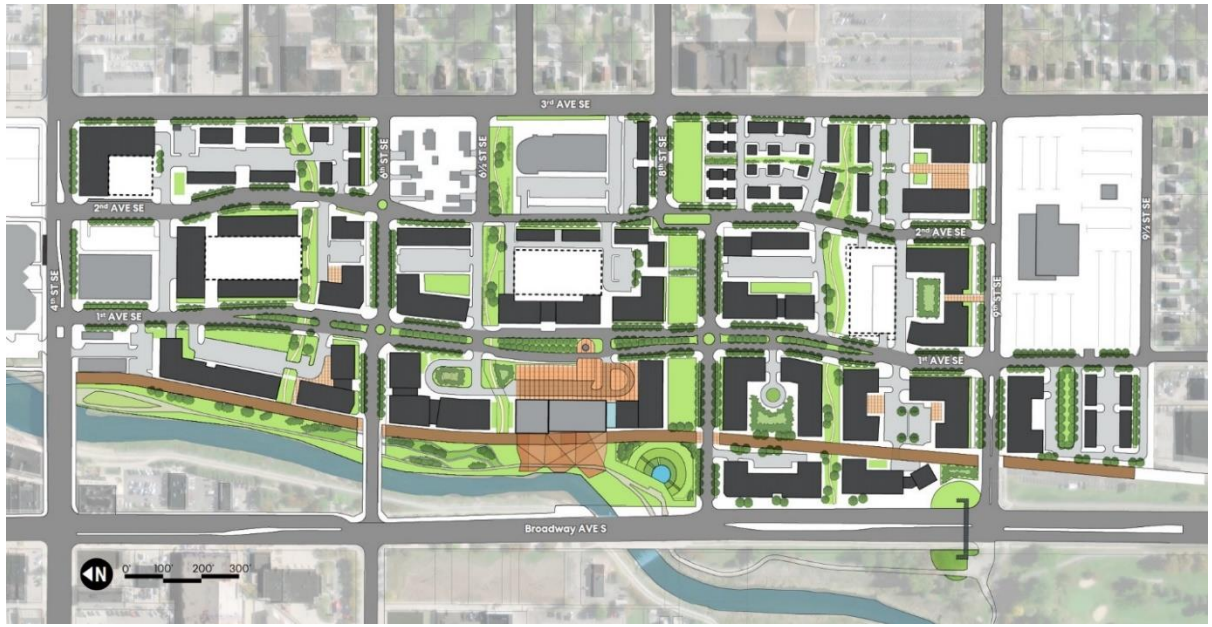


Figure 44: DWSE Small Area Plan - Illustrative Plan

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals

A connected street and block pattern defines a walkable built environment and arranges rational connections north and south as well as east and west. This pattern provides connections for all modes of movement and shapes the small area into incremental parcels that can be developed as the market place allows.

Plan Subdistricts

AMPI Stack District

The "Stack District" represents the warehouse district organized around the former AMPI milk processing plant, a brick faced industrial warehouse that is proposed for adaptive reuse as the "center" of the small area neighborhood. The recycle building is envisioned to accommodate a variety of uses including events/gatherings, retail/commercial uses, and rooftop venues. A proposed hotel connects south of the building via a glass atrium structure and mixed-use buildings enclose a brick paver courtyard. The signature smokestack will be preserved as a landmark and brand identity for the district.

Figure 45: Rendering of AMPI Stack Warehouse District

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

North Project Area

The north border of the site is 4th Street SE, which is planned to have a transit circulator station at the Government Center. The northern third of the project area will have the most intense development pattern including a mixture, of 4-, 8- and 10-story office uses, many of them likely to be medical related. The east portion of the area facing 3rd Avenue SE is reserved for affordably-priced neighborhood scale residential development.

Figure 46: Rendering of North Project Area

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

Mews Townhouse District

The southeast quadrant of the project area features a 'mews' townhouse design that provides a level of starter and workforce ("missing middle") housing that includes a mid-block walkable connection from the public park fronting 8th Street SE and neighborhood scale retail and live/work units at 9th Street SE and 3rd Avenue SE.

Figure 47: Rendering of Mews Townhouse District

Plan Element: Public Realm

The various elements of the overall public realm network include multi-modal streets, landscaped boulevards/urban canopy, multi-functional green corridors, neighborhood parks, the pedestrian-oriented promenade, riverfront plaza/open space as well as numerous plazas, courtyards and greens. The street rights of way are typically the single largest connected public space in a city and this is certainly the case with the Southeast Waterfront area. The street system is planned to provide a safe, walkable amenity that stitches the fabric of the whole site together and provides access and circulation to the river, the Stack District, downtown, and the surrounding neighborhoods.

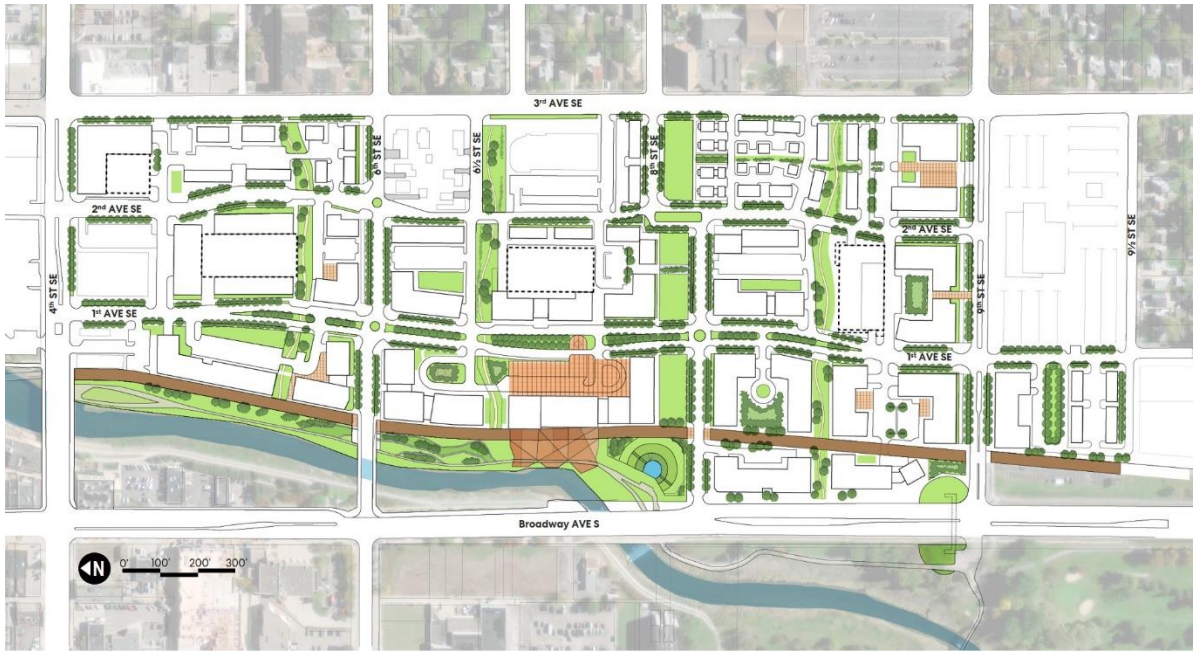


Figure 48: DWSE Small Area Plan – Public Realm

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

Riverfront Enhancements

The Zumbro River is currently hard to reach due to critical flood control infrastructure. The small area plan envisions a modified flood control system that, through a combination of wide stairways, ramps, and terraces, would bring people to an enhanced riverfront trail and closer proximity to the river. The terraced areas would assist with flood control and provide opportunities for public art. The stairways and ramps could double as a quasi-amphitheater or gathering space.

Figure 49: Rendering of the Zumbro Riverfront Enhancements

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

Figure 50: Closeup of Zumbro Riverfront Enhancements

Promenade

Complementing the riverfront enhancements, the Small Area Plan envisions a pedestrian promenade in place of the existing rail line that runs north-south through the project area. The promenade would be lined with development along its eastern edge and open toward the Zumbro River along its western edge, which would provide dramatic views of the Rochester skyline.

There are several important benefits to the promenade. One, it will help attract development with active ground floor uses, such as restaurants with patios as well as small shops and boutiques drawn to users of the promenade. Two, it will provide an alternative north-south pedestrian connection through the project area and connect to the east-west green corridors. Three, it would connect a repurposed AMPI building to the downtown and to neighborhoods to the south.

Figure 51: Rendering of the Promenade Looking North toward Downtown

Figure 52: View of the Promenade from the Riverfront Plaza

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

Green Corridors

The green corridors provide another layer of open space while supporting internal movement in the east-west direction. Linear neighborhood parks are aligned to correspond with the new 8th Street SE corridor and connect to the proposed stormwater park at the edge of the Zumbro River.

In addition to providing alternative forms of east-west connections through the project area, the green corridors will also serve a prominent role in the treatment and storage of stormwater, which can occur on the surface or underground. Another benefit of the green corridors is the potential to use them as a way to extend the downtown's district energy network into the project area. This could help reduce development costs by lowering building expenses, which could translate to more affordable residential and/or commercial rents.

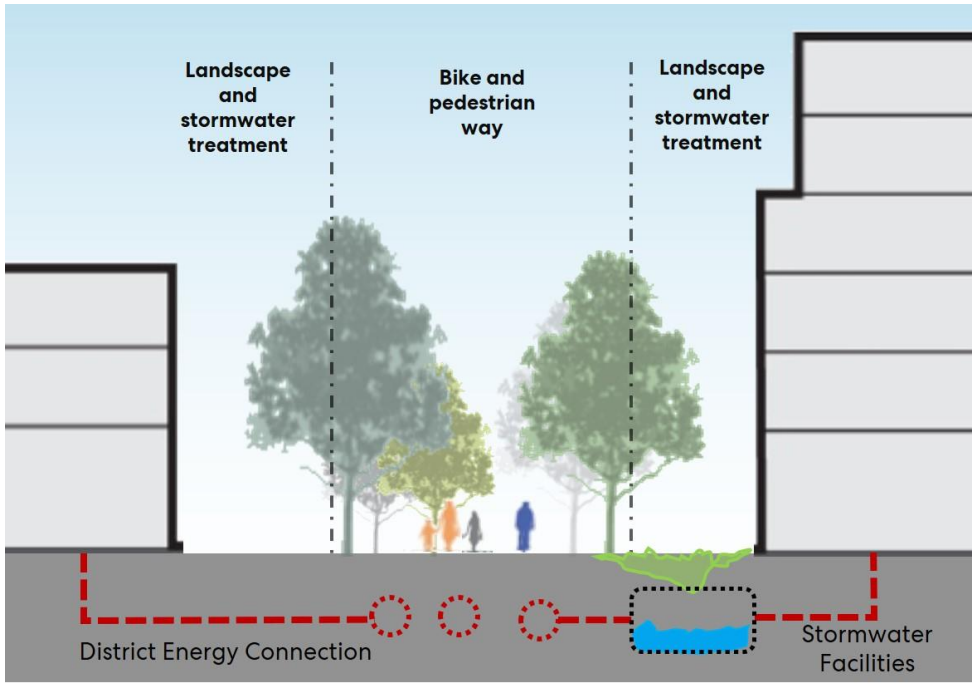


Figure 53: The Multiple Benefits of Green Corridors

Figure 55: Example Green Corridor
(courtesy of Barr Engineering)

Figure 54: Example Green Corrridor

Stormwater

Another feature of the small area plan is an innovative approach to the treatment and management of stormwater runoff by combining multiple best management practices (bmp). BMP's include utilizing a stormwater park as a pretreatment and infiltration basin combined with landscape improvements for outdoor use in all seasons. The 8th Street parks include linear features and conveyance to the stormwater park. The green corridors also may be able to handle linear (and possible subsurface) features that can address surrounding blocks and buildings. Lastly, most of the proposed mixed-use and multi-family buildings are shown with flat roofs that are anticipated to contain green roof gardens to absorb and treat an additional level of stormwater.

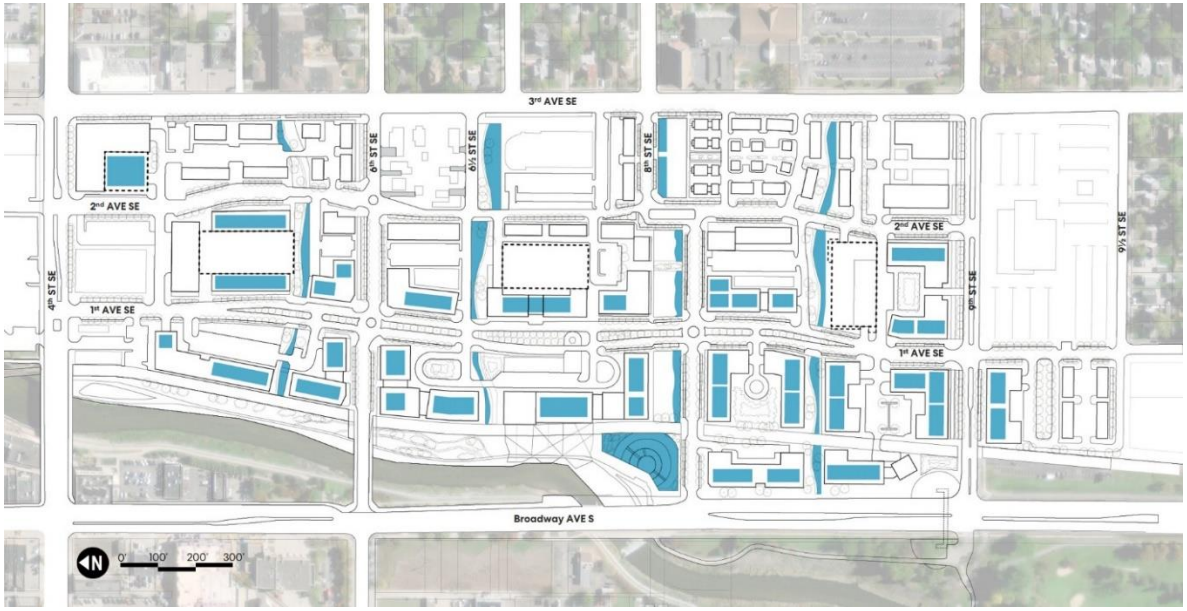


Figure 56: DWSE Small Area Plan – Stormwater System

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

Figure 57: Example Stormwater Park

Figure 58: Example Stormwater Park (courtesy of Barr Engineering)

Plan Element: Access

Throughfare Plan

The Thoroughfare Plan is based on connecting to and extending thru from existing streets including 1st Avenue SE and 2nd Avenue SE as well as 6th Street SE and 8th Street SE. The plan works from existing ROW dimensions of 75' for 1st and 2nd Avenues SE and 52'-66' ROW dimensions for 6th and 8th Streets SE.

1st Avenue SE is the primary north-south route through the site and is proposed as a wider section (80-90') with a planted center median for most of its length. The plan assumes the potential to include signalized intersections at some point in the development schedule at 4th Street SE and at 9th Street SE.

A unique feature of the avenue is accommodating the AMPI smokestack within the center median as the prominent vertical landmark for the project area. 2nd Avenue SE tapers from a 75' ROW at 4th Street SE down to a 30-40' section south of 6th Street SE and then back to a more standard dimension south of 8th Street SE. 6th Street SE will complete access into and through the project area with the addition of a new multi-modal bridge over the Zumbro River. Traffic calming and speed management designs include neighborhood scale roundabouts at several intersections, on-street parking, and an offset intersection at 8th Street SE and 2nd Avenue SE.

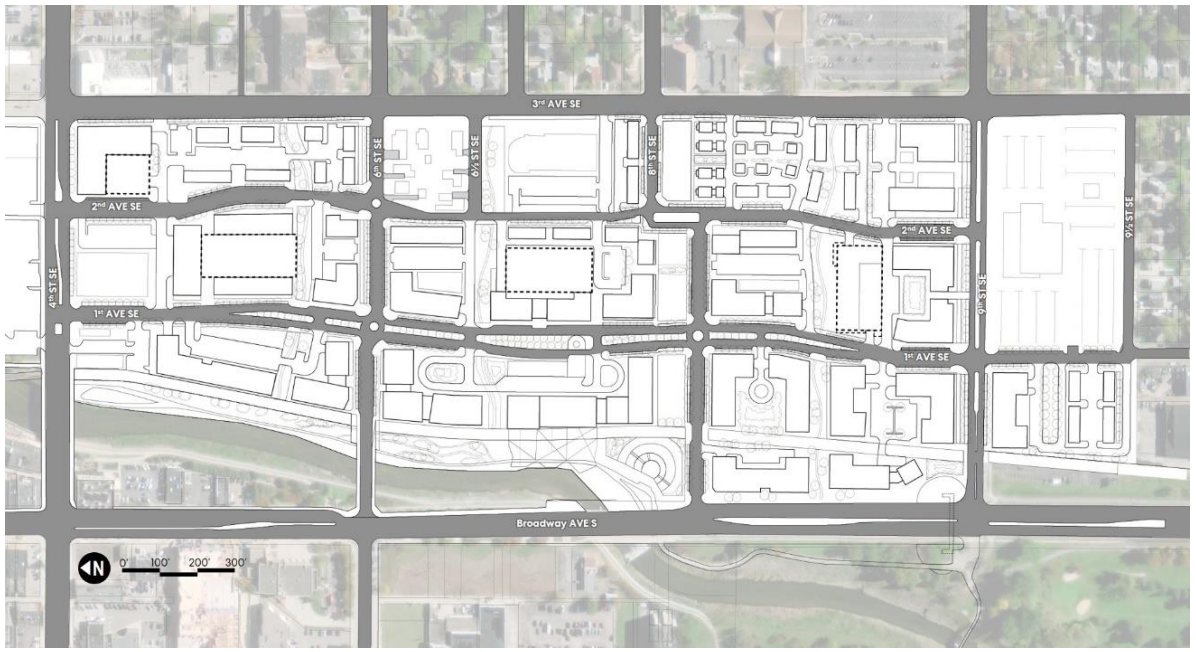


Figure 59: DWSE Small Area Plan – Street System

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals

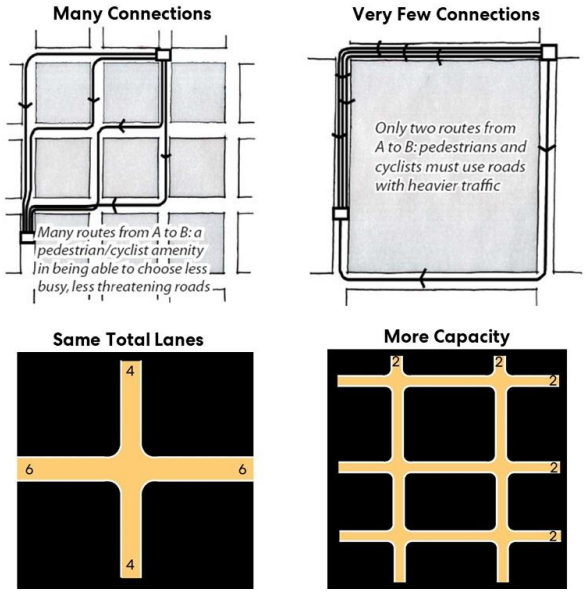
Street and Block Pattern

The street and block plan evolved thru multiple project committee and neighborhood/community meetings with the general intention to connect to the surrounding context of neighborhood and downtown streets. The plan resulted in a "modified grid" that makes rational connections to the existing streets and avenues including 1st and 2nd Avenues SE and 6th and 8th Streets SE. The plan, at times, considered interrupted connections at 6th Street SE and with 2nd Avenue SE.

Emphasis was also placed on creating traffic calming alignments, roundabouts, offset intersections, and traffic diversions. With the addition of the "green corridors" the plan proposes a very robust bike and pedestrian network that will provide connections in all directions and easy access to the riverfront and related destinations.

The benefits of a connected street and block pattern can be summarized as follows:

- Provides improved options and response times for fire, police, and emergency services to respond to the project area and surrounding neighborhoods in crisis situations.
- Promotes economic sustainability with increased street frontage and visibility.
- Improves pedestrian and bicycle safety by distributing traffic at slower speeds on narrower roadways.
- Allows more capacity compared to a system reliant on a limited number of streets.
- Continues existing development pattern into adjacent neighborhoods.
- Supports the larger transportation network.
- Allows for flexibility in development densities/intensities; denser toward downtown, transition toward neighborhoods.



What does the Comp Plan say about a connected pattern of streets?

The Comprehensive Plan strongly supports a system of well-connected streets laid out in a rational, easy-to-use pattern. There are over 20 specific references in the plan that address the purpose, function, and benefits of a highly connected system of streets and other public rights of way.

"Design policies implemented through the regulatory framework of the City's zoning ordinance can help heal the urban fabric by re-introducing or emphasizing elements such as streets and blocks that are efficient and pedestrian-friendly..." (p. 40 of P2S)

"The arrangement of local streets should permit economical and practical patterns, shapes, and sizes of development parcels". (p. 276 of P2S)

"Encourage building and space design organized to entice people out into the public realm, with buildings that define and open onto public streets designed to make walking, sitting, socializing, and meeting a pleasure. Measures such as incorporation of a town square or plaza, smaller blocks with street connections to surrounding neighborhoods, and structuring parking..." (p. 132 of P2S)

Connections and Connectivity

The plan places a high emphasis on connectivity not only within the project area but all surrounding neighborhoods, downtown, the river and nearby destinations. The "modified grid" street and block pattern will make connections north-south (1st Ave & 2nd Ave SE) and east-west (6th St SE & 8th St SE). A third major north-south connection is the proposed pedestrian promenade that will link buildings, streets, public and private open spaces and the riverfront. In addition to the multimodal street network that will provide pedestrian, auto, parking supply and bike movement, a series of 'green corridors' throughout the project area will provide bike and pedestrian connections east-west.

The plan also recognizes and responds to the robust trail, pedestrian, and bike facilities that exist in the area including the riverfront paths as part of the greater City Loop system. A new bridge over the river at 6th Street SE will give cyclists and pedestrians a more direct connection to downtown, the future U of MN campus, and Discovery Walk. A proposed pedestrian overpass (over Broadway at 9th Street SE) will provide safer access to the Soldiers Field environs. And transit connections will be served by a rapid transit station at 4th Street SE and the Government Center.

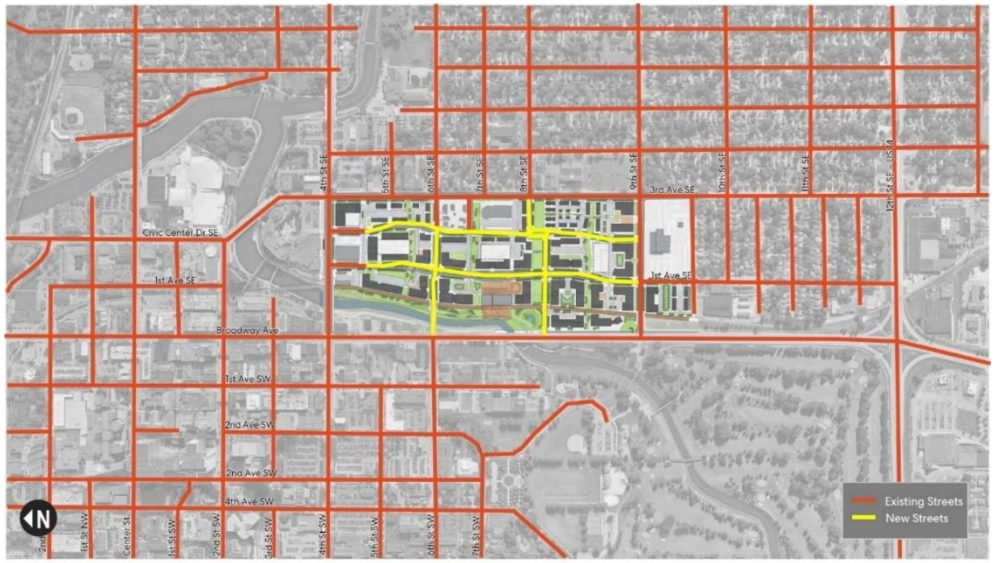


Figure 60: DWSE Small Area Plan – Local Road Connectivity

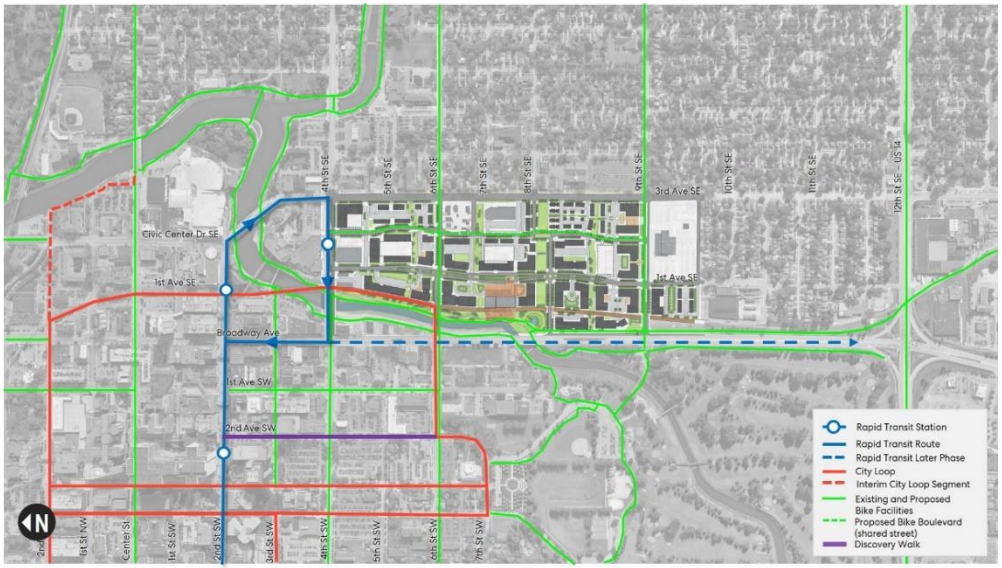


Figure 61: DWSE Small Area Plan – Local Trail and Transit Connectivity

Street Function

The small area plan is served by local and city-wide streets that are classified according to their functional role. Specifically, these streets are classified from inter-regional corridor (Broadway), primary arterials (4th St SE and 3rd St SE), a secondary arterial (9th St SE) and 6th Street SE is considered a secondary arterial west of Broadway and a primary collector east of 3rd Avenue SE. The extension of 1st Avenue SE is seen as a "signature boulevard" with service from 4th Street SE to 9th Street SE. 2nd Avenue SE is seen more of an internal service street that provides local access to proposed lower density residential uses and as a major north-south bike connection. 6th Street SE and 8th Street SE are both considered local streets with an emphasis on multi-modal access and circulation.

Initial comments from the ROCOG suggest that 6th Street SE will serve broader functions than other "local collector" streets and so its classification should relate to such. ROCOG also references how this future street is defined by other plans.

- The DMC Development Plan as well as the Complete Streets discussion found in the P2S 2040 Comprehensive Plan both identify 6th Street as part of a network of Transit Priority corridors.
- Destination Medical Center Design Guidelines "... a future 6th Street would likely be considered a Secondary Traffic Street, ...to balance vehicle movement .....are intended to provide access to the immediate area along with the highest quality pedestrian facilities..."
- Both the ROCOG Long Range Plan and the Street Classification Map found in the P2S Plan suggest a function for 6th Street SE that differs. The ROCOG Plan designates the corridor as a Secondary Arterial, while P2S designates it as a Primary Collector. The discussion of secondary arterials in the ROCOG Plan in particular talks about how secondary arterials "will typically improve the connectivity of the overall network on a localized basis and provide access to a mixture of land uses"

The Small Area Plan recognizes that 6th Street SE is an important east-west connector but anticipates that this street operates more per the definition of a "multi-modal" street that "...strives to accommodate a variety of modes such as bicycles, local buses, pedestrians and motor vehicles."

Figure 62: Examples of Multi-modal Streets

6th Street Bridge

The proposed 6th Street bridge over the Zumbro River is an important recommendation of the small area plan. The bridge has been historically identified as key infrastructure needed to improve connectivity, enhance emergency services response times, and drive economic development and neighborhood revitalization. Specific benefits are as follows:

- Provides improved options and response times for fire, police, and emergency services to respond to the project area and surrounding neighborhoods in crisis situations.
- Allows access to parcels that can be redeveloped in the near-term. *(Community engagement revealed an overwhelming support for transit-oriented development in the project area.)*
- Provides a multi-modal east-west connection to the Zumbro River and downtown that would be a safer and more pleasant alternative to 4th Street SE.
- Aligns with city policy to promote a connected street network.
- Aligns with historical visions for the project area (e.g. Slatterly Park plan, official street map, ROCOG long range plans, downtown master plan, etc.).

In order to achieve the above benefits, it will be important that the design of the bridge is consistent with the plan vision. This means the bridge will need to make pedestrians, cyclists, and any transit users equal to or more important than motor vehicles by limiting lane widths where feasible, featuring wide sidewalks and protected bike facilities, and creating an inviting experience like a park-like atmosphere. This project could be a candidate for state and federal funding.

Figure 64: Example Bridge with Large Sidewalks, Narrow Roads, and Attractive Decoration

Figure 63: Example Bridge with Prominent Green Features

Pedestrian and Bicycle Network

The plan is organized around a comprehensive system of sidewalks, pedestrian corridors, bike routes and dedicated bikeways. The street right of way plan allows for all blocks and parcels to be seamlessly connected in all directions providing accessibility for all users and modes of movement. This system is enhanced by the dedicated pedestrian promenade that provides a highly amenitized feature that supports active building frontage while allowing a continuous path to multiple destinations on site. 9th Street SE includes a dedicated bikeway with a proposed overpass of Broadway over to Soldiers Field area. 6th St SE will also include a dedicated bikeway. 2nd Avenue SE is designed as a "quiet street" with more narrow moving lanes and gives priority to bikes and pedestrians moving north south.

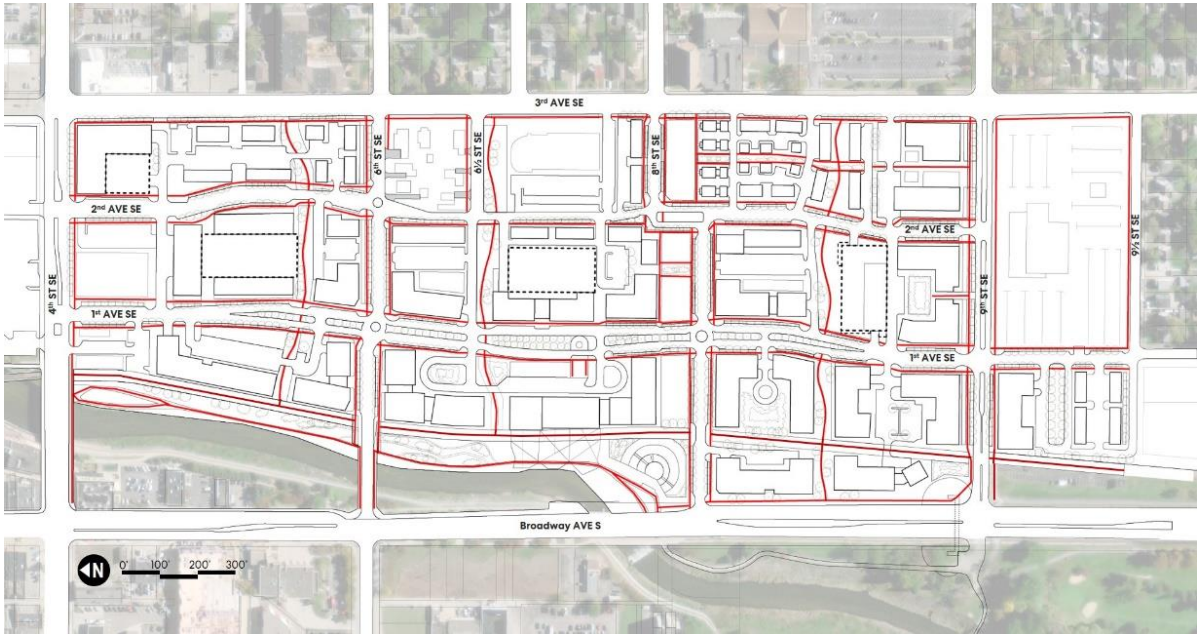


Figure 65: DWSE Small Area Plan - Pedestrian Network

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

Figure 66: Example Dedicated Bikeway

Figure 67: Example Dedicated Bikeway

Parking

Parking is a need the plan anticipates, though it is changing on a regular basis as more of the workforce office at home and urban villages such as the Southeast Waterfront area are located within walking or transit distance of major employers such as the Mayo Clinic and government offices. Parking is addressed in the small area plan in multiple ways in order to not overload any one particular location and to respond to the design standards as defined in the current zoning districts.

In general building uses are assumed to accommodate parking needs on site whether that is surface parking (that does not front onto a public street,) or parking under the envelope or structures needed to support a particular use. All streets in the plan include on-street parking; this public supply will total over 300 spaces at build-out.

It should be noted that the long-term vision recommended in the recent transit-oriented development (TOD) study completed in 2020 is to eliminate over the long-term the need for non-dedicated structured parking in and near the downtown through enhanced transit service and new development. Although the small area plan is generally consistent with this vision, it recognizes that in the near-term, market dynamics are such that structured parking may be a market necessity and includes strategies where parking is effectively hidden from street view but still highly accessible.

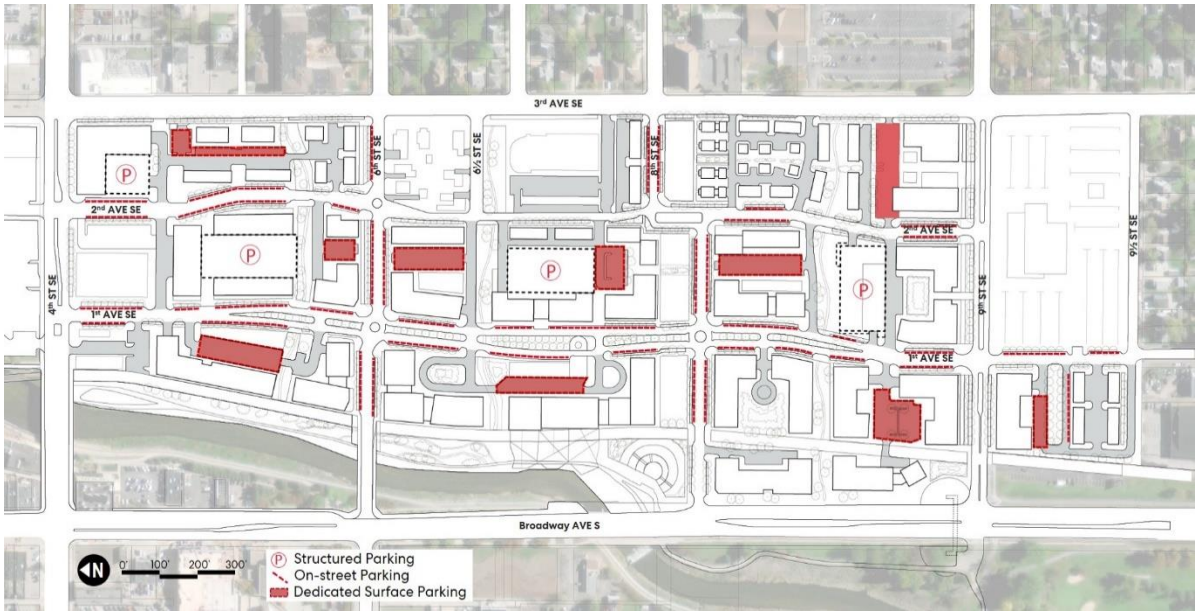


Figure 68: DWSE Small Area Plan – Parking Facilities

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

Plan Element: Development

Development Parcel Plan

The plan arranges the site into 11 distinct blocks, most that have longer dimensions in the north-south axis resulting in a linear quality to the pattern. The green corridors further define the site into smaller discrete parcels. This arrangement provides a human scale to future development and allows for an incremental and very flexible implementation approach.

Of the approximately 60 acres about 9 acres are proposed to remain as is including the Olmsted Medical Center, Olmsted Government annex as well as some office, restaurant, and residential uses. Approximately 29 acres are proposed for private development; streets, public realm, green corridors, and the promenade make up the balance of the site.

In order to better understand the potential for change in the project area, current conditions were compared against the future build out for several important attributes. The evaluation revealed that the project area could potentially see significant change in the amount of development dollars, new right-of-way, green space, and impervious surfaces.

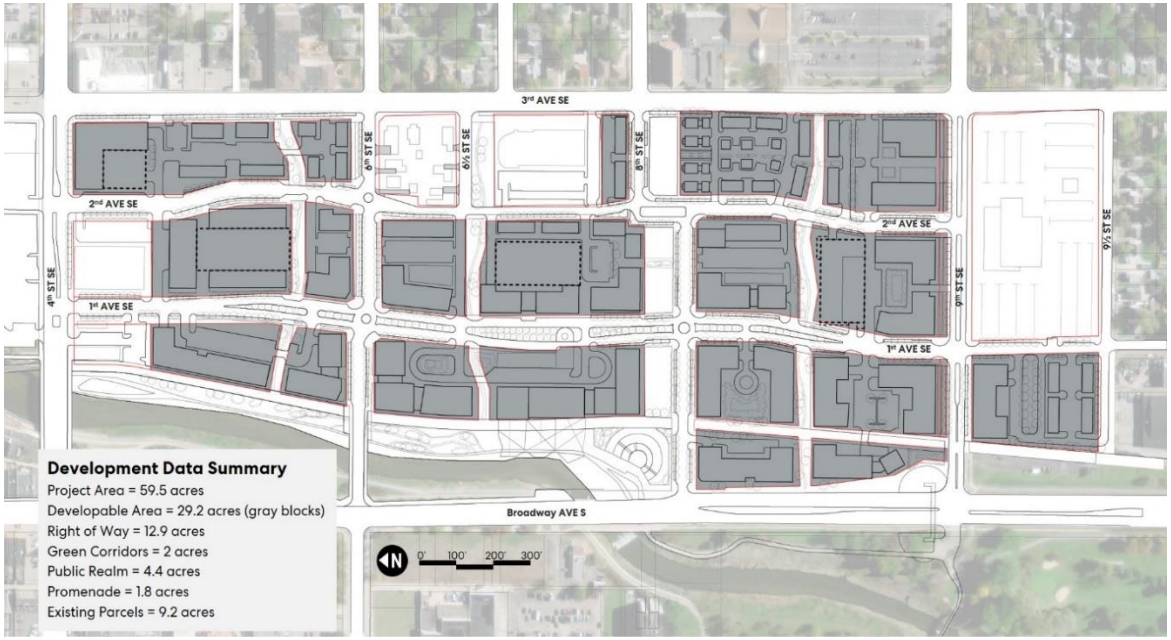


Figure 69: DWSE Small Area Plan – Development Parcel Plan

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

PROJECT AREA ATTRIBUTE	CURRENT CONDITION	FUTURE PROJECTION (Full Build Out)
Property Use	Primarily vacant industrial/commercial	Mixed-use neighborhood, commercial, and residential
PRL Estimated Building Value*	~$31 mil (~$500k/acre)	~$260 mil (~$4.4 mil/acre)
Developable Blocks	~3 acres	38.4 acres
ROW	3.4 acres	12.9 acres
Green Corridors	0 acres	2.0 acres
Promenade	0 acres	1.8 acres
Other Public Realm	<1 acre	4.4 acres
Impervious Surface	~95%	~85%
Trees	<100	600+

Figure 70: Comparison of Current Project Area Attributes to Projected Future Build Out

Note: Future Estimated Building Value based on the following: 1) the amount and type of development shown in the illustrative vision, which are NOT actual development proposals but only one of many potential development scenarios; and 2) the average estimated building value per square foot of similar, recently constructed development types in the downtown.

Land Use Plan

The land use plan illustrates a range of potential uses consistent with the city's comprehensive plan language. Chief among them are mixed use districts around and fronting onto the Zumbro River; TOD oriented areas (and high density residential) north and at 9th Street SE and Broadway Avenue; and medium density residential filling out the eastern third of the site.

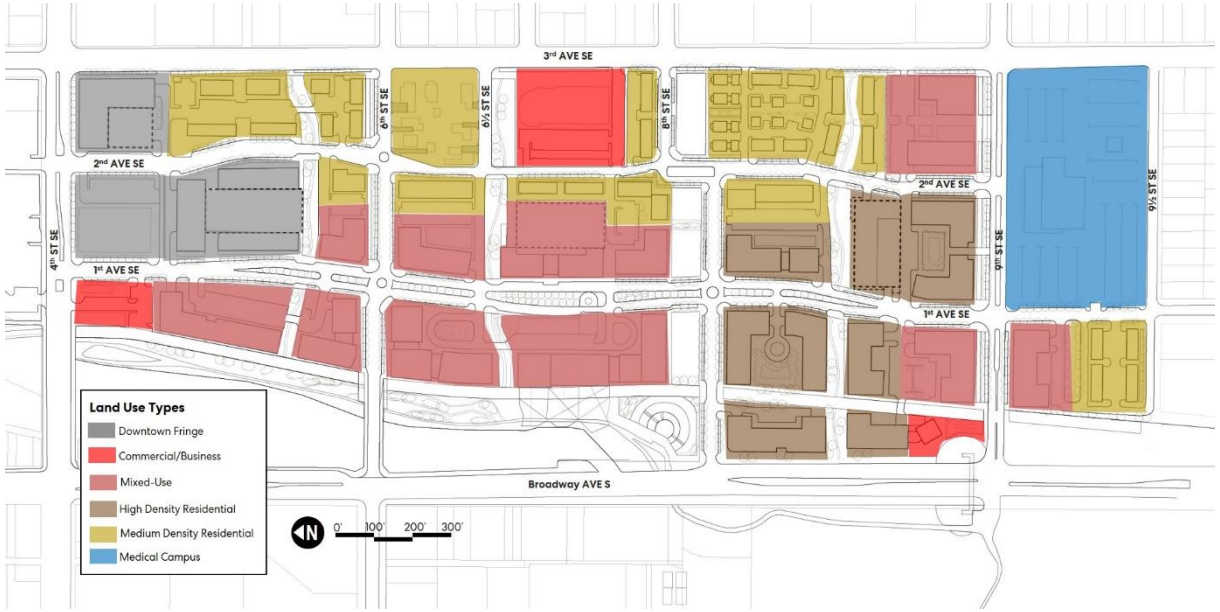


Figure 71: DWSE Small Area Plan – Land Use Diagram

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

Urban Design Standards

Land Use Design Standards

Transitions. Land use is guided for neighborhood scale buildings that are 2-4 stories in height in the area between 3rd Avenue SE and 2nd Avenue SE. Residential buildings should include pitched roofs, elevated stoops, porches and other architectural features to create a more human scaled environment.

Building Design Standards

A number of conditions and requirements such as compatible reuse, building façade line, corner anchors, height, definition of entries, entry location, materials and color, window & door openings, etc. are addressed in the existing zoning districts. Additional urban design standards are listed below.

Warehouse District. The warehouse district is a discrete area located along 1st Ave s between 6th St SE and 8th St SE. Buildings in this district shall be 3-6 stories in height with flat roofs, punched and casement window patterns, and primarily faced with brick material. Ground floors shall respond to the Promenade or Greenway frontages as applicable.

Landscape Design Standards

Retaining walls. Site and retaining walls shall be of long-lasting quality materials, with preference given to natural stone and clay brick that coordinates with related building materials on nearby structures. Segmental block is permitted, but shall be selected for resistance to salt and weather and are appropriate in scale, finish and color to building materials.

Fences. Fencing visible from public rights-of-way shall be masonry, ornamental metal or wood, or some combination of the three, and shall be resistant to impacts of salt and weather. The use of chain link, plastic or wire fencing (or similar) shall not be permitted.

Frontage Design Standards

Promenade Frontage. All buildings fronting the promenade shall include a promenade frontage that presents an active, transparent building face to the public amenity. This frontage should include up to 70% transparency, main doors/entries as well as allow for outdoor seating and plaza uses. Blank walls are prohibited. Surface parking and building service are discouraged from fronting onto the promenade but if so then a

Greenway Frontage. Buildings fronting the green corridors shall present the main façade/face to the corridor orienting main entrances, stoops, patios, windows, balconies and other architectural features to front the corridor. Surface parking and building service are discourage from fronting onto the corridor but if so then a generous landscape planting screen and/or wall should define the edge condition. Blank walls and parking structures should be screened with landscape plantings, trees and other effective techniques.

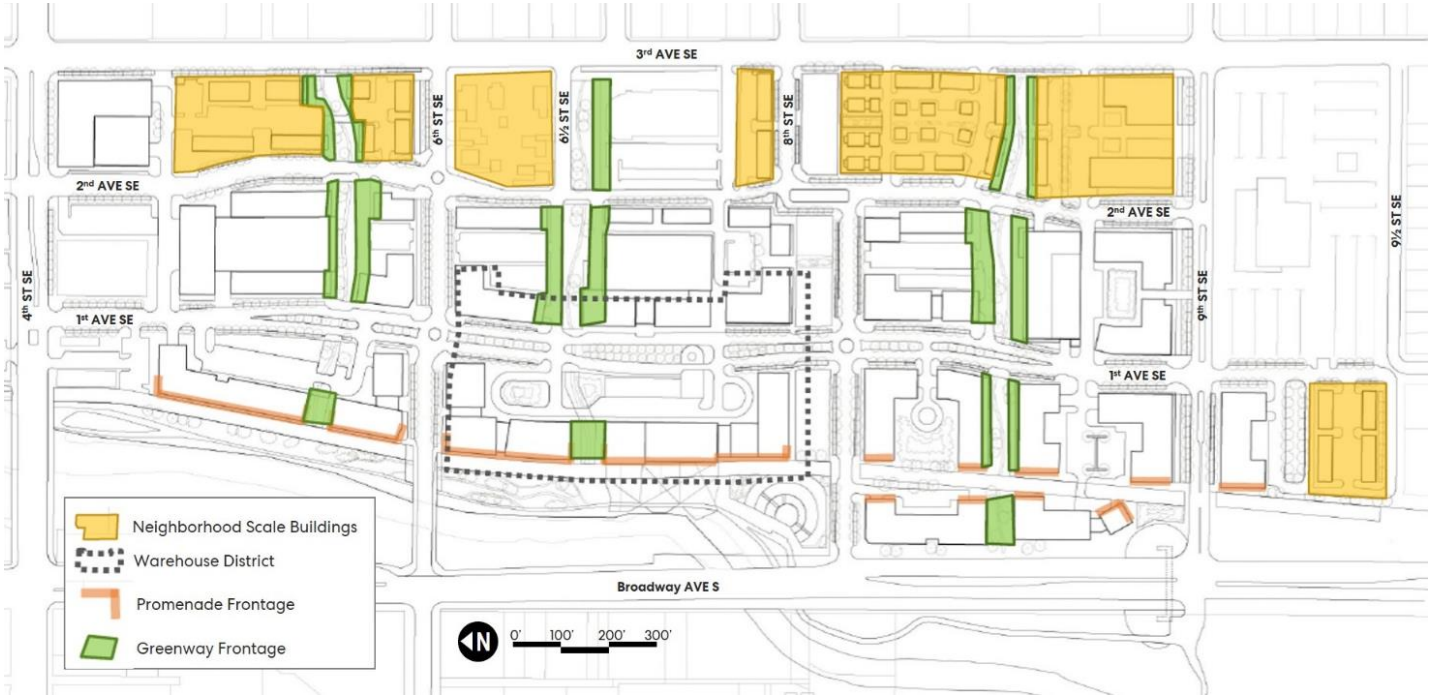
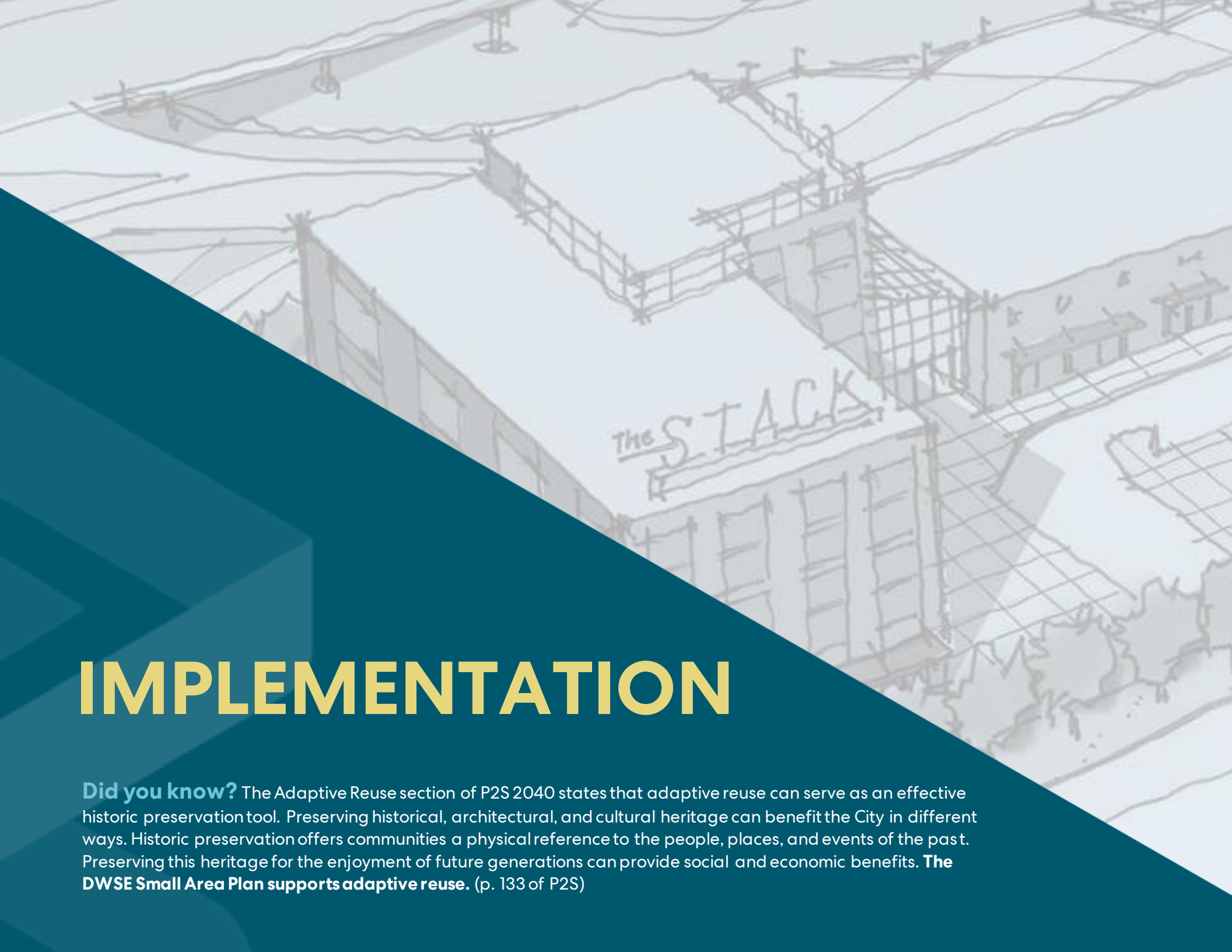


Figure 73: Urban Design Key

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

Figure 74: Example Promenade Frontage

Figure 72: Example Greenway Frontage



IMPLEMENTATION

Did you know? The Adaptive Reuse section of P2S 2040 states that adaptive reuse can serve as an effective historic preservation tool. Preserving historical, architectural, and cultural heritage can benefit the City in different ways. Historic preservation offers communities a physical reference to the people, places, and events of the past. Preserving this heritage for the enjoyment of future generations can provide social and economic benefits. **The DWSE Small Area Plan supports adaptive reuse.** (p. 133 of P2S)

The DWSE Small Area Plan specifies new public and private investment needed to support the emergence of a walkable, transit-oriented district with a mixture of commercial and residential uses. This section outlines a strategic approach to phasing various parts of the plan.

Development Phasing

The plan is anticipated to be realized over several phases and could take up to 20-25 years to be fully complete so it will be important to phase key public infrastructure improvements in order to support the expected private investments.

The northeast parcel (owned by Olmsted County) as well as portions of the former Kmart site, in particular the southeast corner, could be developed as soon as market demand can be supported as these sites have access and public street frontage. Within the first five years key public improvements should include the 6th Street SE bridge as well as related riverfront modifications to support displacement within the river channel.

At this time some riverfront improvements could also be made. With the bridge in place, 6th Street SE could easily be connected to 3rd Avenue SE and 1st Avenue SE could be partially installed to support the AMPI site redevelopment and surrounding blocks. The plan is focused on converting the rail corridor into the pedestrian promenade but the timeline for this to happen has not been clearly established. Other blocks and parcels will be phased in as the market supports.

The former AMPI bottling plan could be an early phase investment that provided needed critical mass to spur additional development along the proposed extension of 1st Avenue SE and the riverfront.

Note: The concept plan is illustrative and represents a long-term vision for the DWSE project area, not specific development proposals.

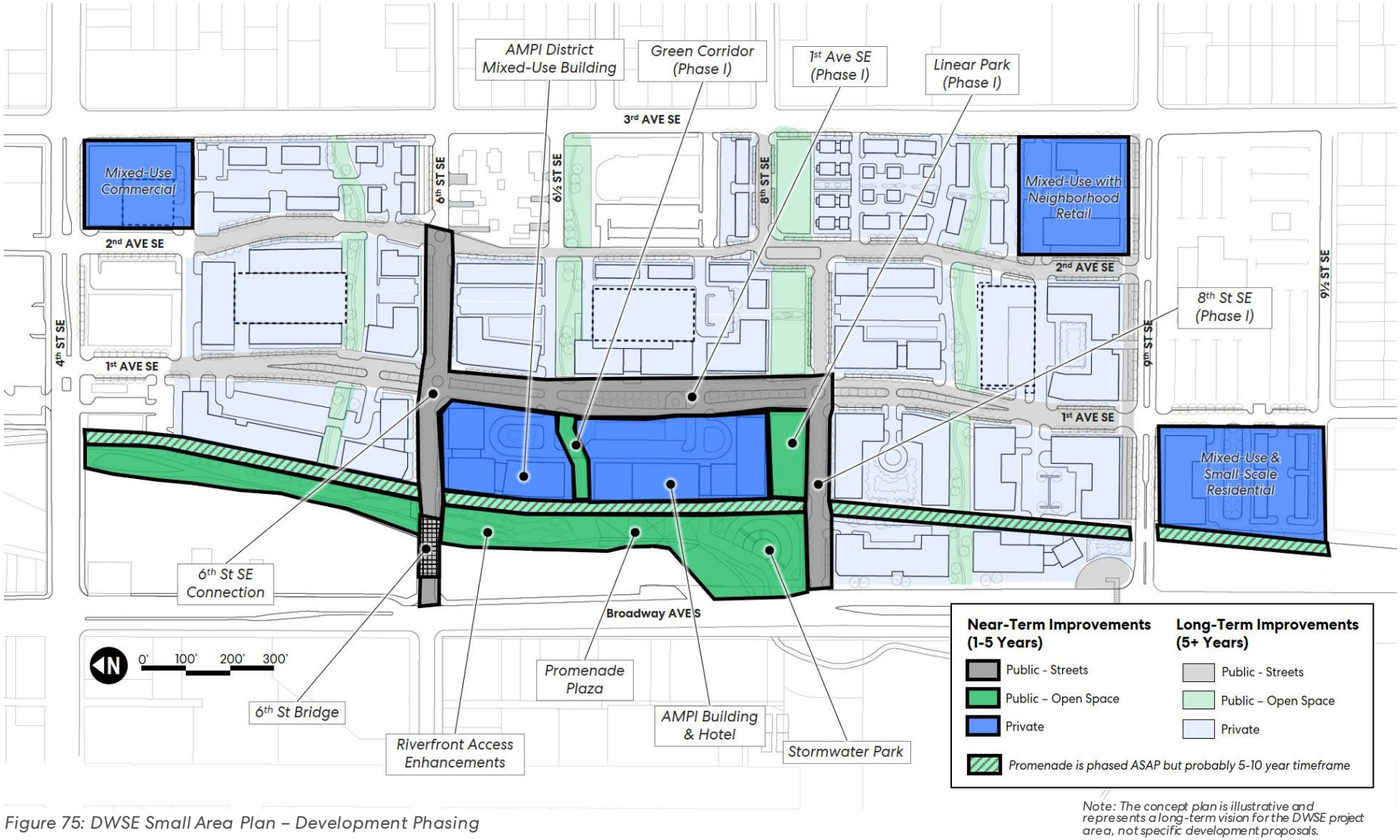


Figure 75: DWSE Small Area Plan – Development Phasing

Critical Early Phase Strategies and Actions

The rate at which the Small Area Plan's recommendations are implemented depends on a combination of political will, funding availability, and market dynamics. Therefore, it will likely take many years (potentially decades) before the DWSE achieves the full vision outlined the plan. Although the path to change is long, the first steps in the journey are critical because they not only need to be in the right direction but they also need to be taken right away after the completion of the planning process in order to capitalize on the positive energy and momentum of establishing a vision. The following are actions that should be undertaken immediately because they maintain momentum, immediately address known barriers, and will result in critical information needed to further the plan's implementation.

1) Formation of development organization/ partnership/body to keep the process moving forward. This could likely include members of the Project Committee as well as staff from the City, the County, and DMC.

2) Define the best tool to adopt the primary features and principles of the Small Area Plan including block arrangements, street ROW/alignments, green corridors parameters, and prominent park and open space amenities so that they guide future change and investment, not follow.

3) Prepare a comprehensive strategy to acquire and improve the rail corridor as a proposed pedestrian promenade. The strategy should include a collaborative partnership between the City, the County, DMC, and landowners as all have a stake in the future success of this major element.

4) Organize an initial feasibility study for the 6th Street Bridge to better understand the implications of design, function, permitting, preliminary costs, environmental/ stormwater impacts, and social awareness.

5) Convene an initial discussion about the street and thoroughfare plan with City, County and ROCOG officials to agree on technical, functional, and multi-modal specifications of the plan so it can be forwarded as official policy.

6) Continue to work closely with the City and County's transit planners regarding the alignment of future phases of the rapid transit line. There are currently multiple alignments under consideration. Depending on the ultimate alignment, there will be a need how future station locations will impact road design and development potential within the project area.

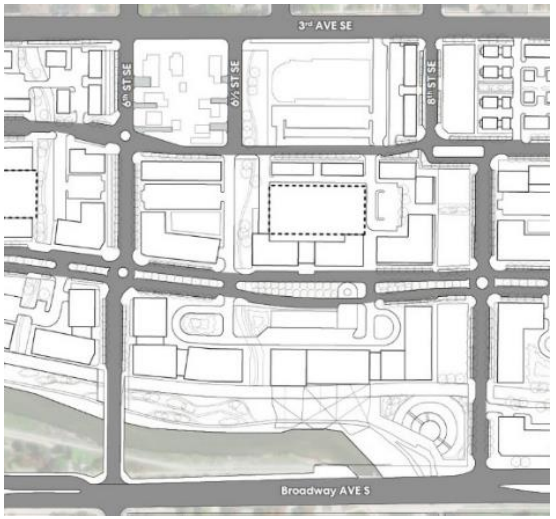
7) Prepare a detailed study for the redesign of 3rd Avenue SE. The future design of 3rd Avenue SE will have an impact on the project area in terms connectivity and development potential. The avenue is a major thoroughfare and determining specific designs for intersections, crossings, and lane capacity will be an important next step.

8) Evaluate the potential to create a district-scale stormwater management system for the project area. The Small Area Plan identifies a number of innovative strategies for managing stormwater, such as green corridors, green roofs, and a stormwater park. In order to fund and/or maintain these types of innovations, it may be necessary to look into how they can be managed at a district-scale as opposed to a site-scale.

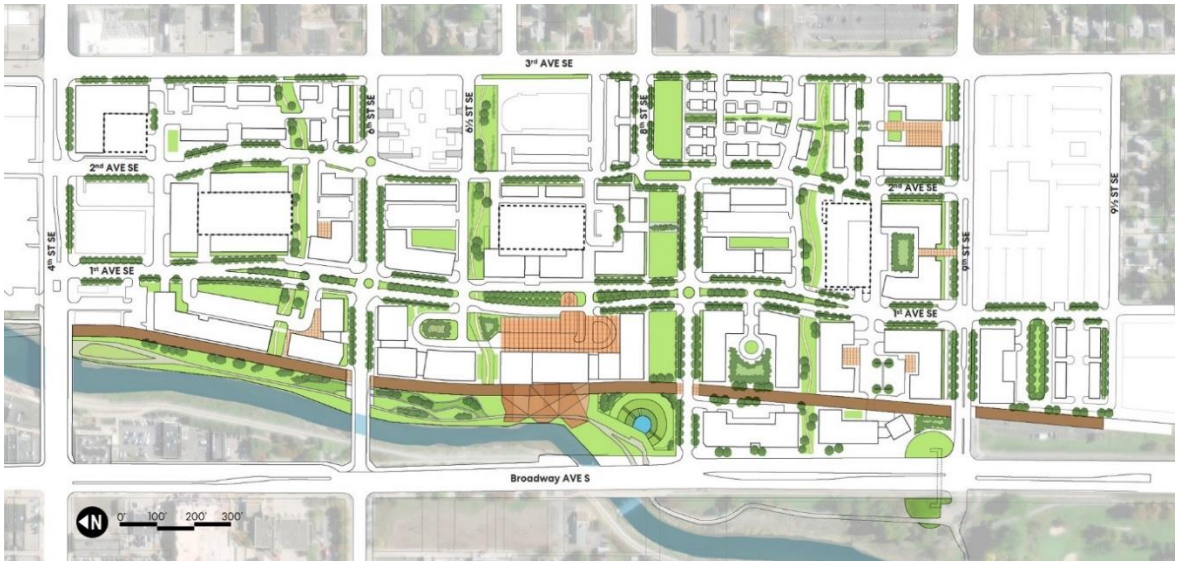
Immediate Actions

The actions identified below will be necessary in order to move forward with the strategies discussed earlier.

- Prioritize CIP list of public improvements.
- Amend the official land use plan element.
- Amend the official park and recreation plan to include linear parks, green corridors, and other open space recommendations.
- Adopt official street plan.
- Public acquisition of rail right of way.
- Bridge right of way dedication.
- 1st Avenue SE dedication.
- Developer initiated General Development Plan.
- Confirm development pro formas and due diligence is based on triple bottom line principles consistent with the Comprehensive Plan.
- Identify regulatory and other incentives to support private sector investments in alignment with the DWSE Small Area Plan.
- Pursue funding for arts and culture amenities.
- Identify funding for 6th Street bridge.
- Develop 6th Street bridge concepts.
- Begin 6th Street bridge engineering and traffic analysis.
- Identify strategies to preserve smokestack.
- Identify adaptive reuse strategies.
- Begin to plan for and organize steps for implementing a district-wide energy system in the project area.
- Build on connections to other riverfront development opportunities to grow and enhance the value of the entire Zumbro River.
- Track market trends in the Rochester area in order to anticipate and, if necessary, respond to important changes in the supply and demand for real estate.

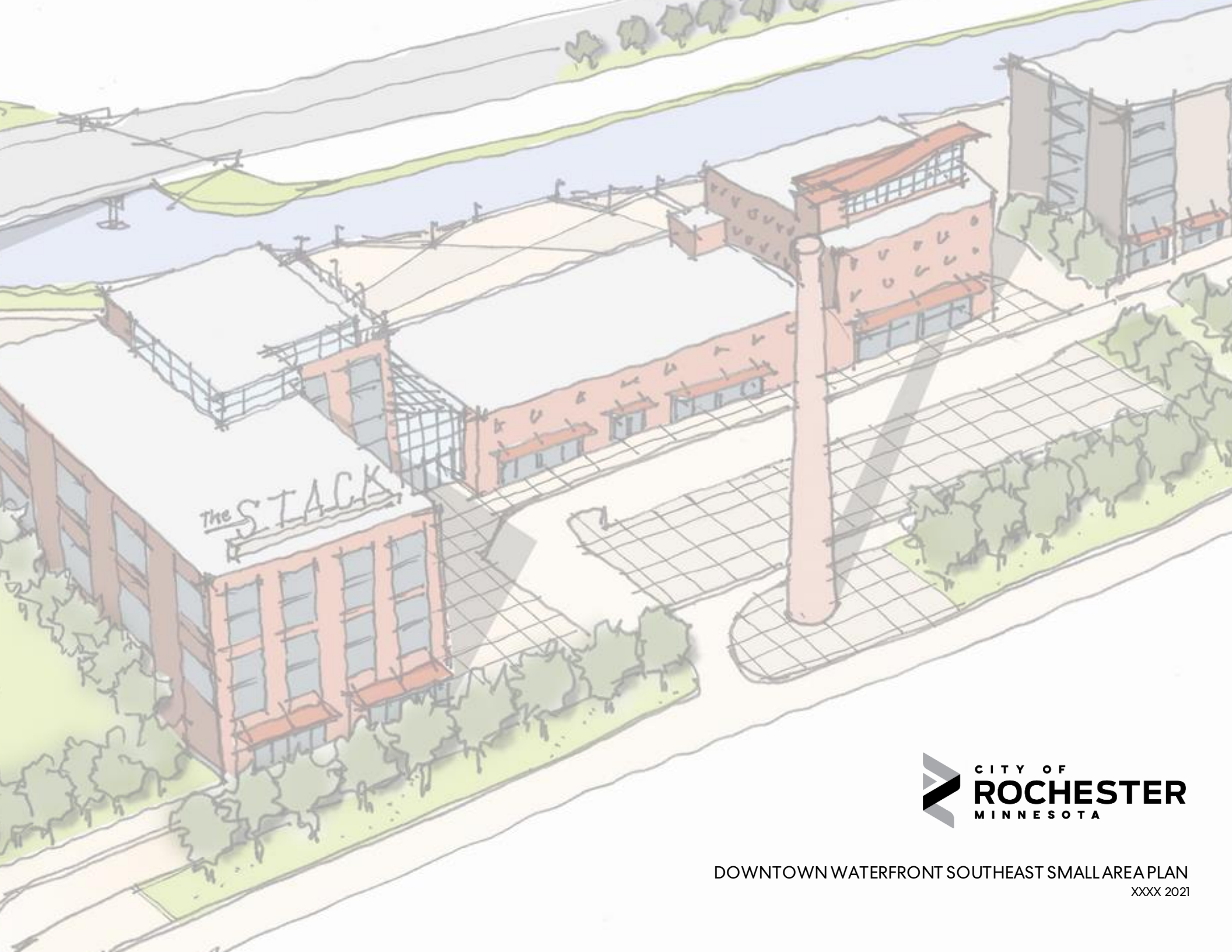


Adopt official street plan and prioritize ROW acquisition for 6th Street bridge.



The public realm plan should be adopted as part of the city-wide park and recreation master plan.

List of Figures



CITY OF ROCHESTER MINNESOTA

DOWNTOWN WATERFRONT SOUTHEAST SMALL AREA PLAN

XXXX 2021